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ABSTRACT

The Ontario Ministry of Community and Social Services is committed to the principle that future growth in child care be in the non-profit sector; thus it commissioned this Fall 1989 study with the purpose of collecting information to guide the development of policy and program initiatives for effective and efficient management practice within that sector. The project had the following objectives: (1) to describe the characteristics of child care board members; (2) to describe current governance practices of child care boards; (3) to identify tasks that the boards have found to be difficult; (4) to identify resources that have been useful to boards; and (5) to describe opportunities and support for parental involvement in the child care system. Several principal conclusions were drawn from the project's work, including: (1) governance of nonprofit child care organizations currently depends on parents; (2) people who sit on child care boards are long-term resources to the volunteer sector; (3) child care organizations are under-resourced and underdeveloped; (4) finances and fundraising interfere with other essential areas of responsibility; (5) more focus is needed in maintaining long-term stability; (6) the image of child care suffered from a lack of community awareness; (7) board members show a lack of experience in governing their organizations; (8) access to training and resource materials is inadequate for all, including senior staff; (9) Ministry requirements are inconsistently interpreted; (10) board size is inadequate; and (11) the startup phase of development is inadequate. (SD)

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Prepared by:
Diane Abbey-Livingston and Associates, Inc.
The Levy-Coughlin Partnership, Inc.

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TABLE OF CONTENTS

	PRECIS	i
	EXECUTIVE SUMMARY	ii
1.	**INTRODUCTION**	1
2.	**STUDY APPROACH AND METHODOLOGY**	3
	2.1 **The Design Stage**	4
	2.1.1 Orientation To Background and Purpose of The Study	5
	2.1.2 Completion of Nineteen Key Informant Interviews	5
	2.1.3 Facilitation of Three Focus Groups	5
	2.1.4 Design of the Approach For the Study	6
	2.1.5 The Administrative Structures In Non-Profit Child Care In Ontario	6
	2.1.6 Administrative Structures Included in the Study	8
	2.1.7 The Target Respondents	9
	2.1.8 The Study Questionnaires	9
	2.1.9. Translation of Questionnaires into French	10
	2.1.10 Pre-Test Of the Questionnaires	10
	2.1.11 The Focus Group Pre-Test	10
	2.1.12 The Mail-Out Pre-Test	11
	2.1.13 The Survey Sample	11
	2.1.14 Verification of the Direct Operating Grant Data Base	12
	2.1.15 Planned Distribution of the Questionnaires	13
	2.1.16 Design of Additional Focus Groups to Expand on the Survey Findings	13
	2.2 **Implementation**	14
	2.2.1 Distribution Of A Letter To All Program Advisors Describing And Positioning The Study	15
	2.2.2 Translation Of Survey Materials Into French	15
	2.2.3 Creation Of "Camera Ready" Version Of Survey Materials, Printing And Preparation Of Mail-out Packages	15
	2.2.4 Draw Of The Survey Sample	15
	2.2.5 Distribution Of The Packages To Child Care Organizations	16
	2.2.6 The Telephone Follow-up	17
	2.2.7 Preparation Of Analysis Outline	17
	2.2.8 Response to The Survey (Field Report)	17
	2.2.9 Validation of the Sampled/Centre-Based Survey Returns	20
	2.2.10 Questionnaire Editing, Preparation of Data Entry Template and Data Entry	20
	2.2.11 Execution of Data Analysis	20
	2.2.12 Execution of the Focus Groups	21

2.2.13 Integration Of Results 21
2.2.14 Preparation of the Findings Report 21
2.2.15 Preparation of the Draft Final Report 21
2.2.16 Meeting With Advisory Committee 21
2.2.17 Preparation of the Final Report 21

3. **PROFILE OF BOARD MEMBERS** 22
3.1 Male-Female 23
3.2 Age of Board Members 24
3.3 Volunteer Experience of Board Members and Staff 24
3.4 Opinions on the Similarity of Child Care Boards to Other Community Boards 25
3.5 Chairpeople's Assessment of Board Members' Understanding of Their Roles 26
3.6 Rating Personal Experience as a Volunteer 26
3.6.1 Chairpeople's Ratings of their Experiences 27
3.6.2 Chairpeople and Staff Ratings of their Experience 27
3.6.3 Rating of Experience in Child Care Organizations by Type of Organization 28
3.6.4 Rating of Experience in Child Care Organizations by Other Factors 28

4. **CHARACTERISTICS OF ORGANIZATIONS** 29
4.1 Length of Time in Operation 30
4.2 Size - Licensed Capacity 31
4.3 Staff Complement 31
4.3.1 Staff Complement by Type of Organization and Language 32
4.3.2 Staff Complement by Length of Time and Size of Organization 33
4.3.3 Staff Complement by Region 34
4.4 Tenure of Chairpeople and Staff 35
4.4.1 Tenure by Type of Organization 35
4.4.2 Tenure by Size of Organization and Community Size 36
4.4.3 Tenure by Region 36
4.5 Who Was Involved in Starting the Organization 37
4.5.1 Sponsorship by Type of Organization 37
4.5.2 Sponsorship of the Organization by an Established Agency 38
4.5.3 Specific Sponsoring Agencies 39
4.6 Membership in a Child Care Association 41
4.6.1 Membership in Associations by Size of Organization 41
4.6.2 Membership in Associations by Region 41

5. **CHARACTERISTICS OF BOARDS** 42
5.1 Board Size 44
5.2 Tenure Practices 44
5.3 Election Procedure for Board Membership 45
5.4 Board Composition 45

5.4.1 Parent Participation on Boards 46
5.4.2 Designated Board Positions 48
5.4.3 Designated Board Positions by Size of Organization and Size of Community 49
5.4.4 Types of Designated Positions on the Board 50
5.4.5 Staff Membership on Boards 51
5.5 **Supports for Board Performance** 52
5.5.1 Written Descriptions of Roles and Responsibilities of a Board Member 52
5.5.2 Written Description of the Relationship Between Board and Staff 52
5.5.3 Notification of Board Meetings 53
5.5.4 Records (Minutes) of Decisions Taken at Meetings 53
5.6 **Board Meetings** 53
5.6.1 Frequency of Board Meetings 53
5.6.2 Attendance by Board Members 54
5.6.3 Accessibility of Board Meetings to Parents 54
5.6.4 Staff Participation at Board Meetings 55
5.6.5 Topics That Took the Most Time at the Last Three Board Meetings 56
5.6.6 Topics That Need More Time at Board Meetings 57
5.7 **Committees of the Board** 59
5.7.1 Executive Committee 60
5.7.2 Finance Committee 60
5.7.3 Personnel Committee 61
5.7.4 Fund Raising Committee 61
5.7.5 Public Relations Committee 62
5.7.6 Nominating Committee 62
5.7.7 Volunteer Orientation Committee 62
5.7.8 Other Committees 63

6. **GOVERNANCE TASKS IN CHILD CARE ORGANIZATIONS** 64
6.0 Governance Tasks and Their Functional Groupings 66
6.1 The Most Difficult Tasks 68
6.2 Who Does the Tasks 70
6.3 Tasks in the Funding Area 72
6.3.1 Who Does the Funding Tasks 73
6.4 Tasks in the Personnel Area 74
6.4.1 Who Does the Personnel Tasks 76
6.5 Tasks in the Developing and Maintaining the Board Area 78
6.5.1 Who Does Tasks Related to Developing and Maintaining the Board 79
6.6 Tasks in the Area of Ensuring that Management Practices are Developed and Maintained 81
6.6.1 Who Does the Tasks Related to Ensuring Management Practices are Developed and Maintained 83

6.7 Tasks in the Community Relations Area 85
6.7.1 Who Does the Tasks Related to Community Relations 85
6.8 Tasks in the Financial Area 86
6.8.1 Who Does the Financial Tasks 87
6.9 Tasks in the Legal Area 88
6.9.1 Who Does the Legal Tasks 88
6.10 Tasks Not Undertaken by Child Care Organizations 89
6.11 "Hands-On" and "Hands-Off" Boards 92
6.12 Tasks Related to Government Requirements 93
6.13 Factors Related to Overall Difficulty 96

7. **BOARD DEFINED BARRIERS TO THE DELIVERY OF HIGH QUALITY CHILD CARE** 97

8. **DESIRED CHANGES IN THE WAY THE MINISTRY WORKS** 100

9. **SUMMARY OF PRINCIPAL FINDINGS** 102
9.1 The Characteristics of Child Care Board Members 102
9.2 The Current Governance Practices of Child Care Boards 104
9.3 The Tasks that Boards Have Found to be Difficult 110
9.4 The Resources and the Areas in Which these Resources Have Been Useful to Boards 112
9.5 The Type of Opportunities and Support for Parental Involvement in the Child Care System 113

10. **CONCLUSIONS** 115

APPENDICIES

Appendix A Governance Tasks in Descending Order of Difficulty

Appendix B Chairperson Questionnaire

Appendix C Senior Staff Questionnaire

PRECIS

According to the responses of the non-profit child care organizations surveyed, parents provide significant support to resource centres, centre-based child care organizations and private home day care (now referred to as home child care) organizations. These organizations are begun by community groups comprised predominantly of parents. They are governed by boards similarly composed. The boards are active ones where board members not only attend meetings, they share more of the governance and administrative tasks with the senior staff person than do board members of other non-profit organizations such as hospitals and homes for the aged. Child care boards resemble the boards of grass root community organizations. Senior staff of their organizations do not have the time or training to develop the boards, provide background research for policy and planning as well as manage the organization. Their organizations are profoundly affected by funding formulas and concerns about financial stability that begin during the start-up phase of development and continue long after. Preoccupation with fund raising and finances affects the board's ability to recruit volunteers and attend to the governance tasks of long range planning, needs assessment and evaluation. There are few easily accessible resources to help board members do their jobs. In as much as they constitute a resource pool of people who have been volunteers for other organizations and will likely continue to volunteer, supporting their development will be an investment in both child care and other community-based organizations. Finally, respondents indicated that core funding, training, co-ordination of Ministry initiatives, and public education regarding child care are necessary supports for the long-term effectiveness of community-based, non-profit child care.

EXECUTIVE SUMMARY

BACKGROUND

The Ministry of Community and Social Services is committed to the principal that future growth in child care will be in the non-profit sector. Non-profit organizations in this sector, be they centre-based child care organizations, private home day care[1] organizations or resource centres, are governed and guided by boards of directors. The volunteers who sit as board members and the tasks of their boards were the subjects of this study.

Prior to this study, the Ministry was aware of a variety of issues related to the initiation, and on-going functioning of child care agencies in the province. Information had been offered informally via anecdotes and more formally as secondary comments in studies dedicated to other matters. However, the provincial trends had not been systematically researched. Along with a lack of clear, up-to-date, quantitative information on needs, there was little documented about the governance problems of boards of directors whose members often wear two hats: parent and policy maker, consumer and provider, client and steward.

Commissioned in the Fall of 1989 by the Ministry of Community and Social Services, Child Care Branch, the overall purpose of this study was:

> "to collect background information that will guide the development of policy and program initiatives likely to support effective and efficient management practice within the non-profit sector. This descriptive information base will be helpful in evaluating future initiatives in this area"

To address the purpose and the unique nature of child care organizations, the project had the following objectives:

1. To describe the characteristics of child care board members;
2. To describe the current governance practices of child care boards;
3. To identify the tasks that the boards have found to be difficult;
4. To identify the resources and the areas in which these resources have been useful to boards;

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[1] Throughout this report, the term "private home day care" (PHDC) will be used; however, just prior to the publication of the report, this sector changed its name to "licensed home child care".

5. To describe opportunities and support for parental involvement in the child care system.

STUDY APPROACH AND METHODOLOGY

To gather preliminary information on the tasks, activities and problems of boards of directors information was collected through interviews with nineteen key informants and meetings with three focus groups drawn from centre-based child care organizations, resource centres and private home day care organizations. An Advisory Committee comprised of Ministry and non-Ministry staff reviewed the themes gleaned from the key informant interviews and focus groups and assisted in finalizing the design of the study.

A mail questionnaire was sent to a sample of non-profit, centre-based child care organizations (589), to all private home day care organizations (52) and to all MCSS funded child care resource centres (54). Each organization received two questionnaires - one for the senior staff person and one for the chairperson of the board. Both questionnaires asked about who did most of the work associated with fifty-five tasks related to governance responsibilities, and how much difficulty was experienced in doing the tasks. Both asked about the barriers boards face in delivering high quality child care and about the ways in which the Ministry could be more helpful to child care organizations. Both questionnaires asked about the respondent's length of time in the organization and previous volunteer experience. The chairperson's questionnaire included additional questions related to the formation and composition of the board as well as to how the board conducts its business.

Over-all, 65% of all organizations approached for the survey returned one or more of the questionnaires received.

In order to verify whether the returned questionnaires were reflective of the population, an investigation of potential bias was undertaken. No positive bias was found in the interpretation of the level of difficulty being experienced in the centre-based sample.

Finally, focus groups were convened to provide further information on the tasks reported to be most difficult and to identify the resources available and needed.

SUMMARY OF PRINCIPAL FINDINGS

1. The Characteristics of Child Care Board Members

On average, child care boards have nine to ten directors. Although the majority of child care boards reported no time limit on the term of office for board members, the actual length of time in office, three years, is similar to tenure practices in many non-profit boards.

The boards of non-profit child care organizations are "parent driven". Two-thirds (67%) of the board membership is comprised of parents whose children used or were currently using the facilities.

The boards of non-profit child care organizations are composed primarily of relatively young female directors. On average, there are seven women and two men on these boards. Two-thirds (67%) are between the ages of 31-40 years old.

Chairpeople (and staff) were positive about their experiences volunteering and working for child care organizations in terms of the enjoyment (89%), satisfaction (78%) and stimulation (86%) they derive as well as seeing it as a worthwhile use of their time (96%).

2. The Current Governance Practices of Child Care Boards

Governance Tasks

Fifty-five governance tasks were developed from key informant interviews as well as from the theory and practices in the non-profit sector. The tasks were grouped into six functional areas representing critical aspects of board concern: funding, management of personnel, development and maintenance of the board, stewardship for management practices, community relations, financial affairs and legal accountability.

The tasks most frequently done by child care boards relate more to short-term organizational maintenance, functioning and fundraising than to long-term policy development, planning, and evaluation.

3. The Tasks that Boards Have Found to be Difficult

Overall, the tasks associated with securing resources (human and financial) and planning are the ones reported as difficult by most respondents. Of the twelve most difficult tasks, eleven relate to (a) securing financial resources, (b) securing human resources and (c) planning. The twelfth task relates to the legal area.

When the average percent of respondents having difficulty was calculated across all functional areas, approximately 40% reported that their organizations were having some form of difficulty.

Difficult Tasks Related to Ministry Policy and Practices

Overall, child care organizations are having the most difficulty with the financial aspects of starting an organization. The most difficult Ministry-related tasks are:

- Raising your Organizations Share of the Cost (68%)
- Covering Costs While Waiting for the Ministry Grants to Arrive (66%)
- Understanding the Child Care Legislation (50%)
- Filling Out Ministry Forms (50%)
- Applying for Ministry of Community and Social Services Grants (49%)
- Getting Municipal Approval for Purchase of Service (49%)

Factors Associated with Difficulty

The organizations that are experiencing relatively more difficulty tend to have the following characteristics:

- they are located in the eastern and northern regions of the province; or
- they are French-language organizations; or
- their boards tend to have fewer parents whose children are using the programs and services of the organization; or
- they are private home day care organizations; or
- they do not have a personnel or finance committee; or
- they are newer.

Characteristics of Board Meetings

Board and committee meetings are the major venues in which governance practices take place in most non-profit organizations. Boards of non-profit child care organizations meet slightly less than once a month and attendance by both board members and staff is high.

Financial issues are the primary topics of discussion at board meetings, followed by issues related to policy development. The preoccupation with financial matters at board meetings negatively impacts on the amount of time boards are spending with other topics they consider important. These include developing policy, community relations, new projects and parents' needs and concerns.

4. Resources

Ministry consultants and private sector consultants are viewed as very helpful but often inaccessible due to workload and, in case of the latter, cost.

Few print materials were reported as useful. Those that were mentioned were not known by the people who participated in the focus groups.

5. Opportunities and support for parental involvement in the child care system.

Child care depends on parents. They start most organizations and they maintain them. Like other grass roots community organizations, child care organizations rely on board members to do both governance and administrative tasks. Unlike established mainstream organizations like hospitals or social service agencies, child care organizations rely on the time board members give to fundraising and short-term planning. There are many opportunities for involvement: there appears to be less support than is needed at this early stage of development of these organizations.

SUMMARY OF PRINCIPAL CONCLUSIONS

1. The initiation and governance of non-profit child care organizations currently depends on parents.

The vast majority (79%) of non-profit child care organizations were begun by a group of people in the community. Among this group, 85% were parents of children using the facility.

Two-thirds of the members of non-profit child care boards of directors were parents of children who had used or were currently using the child care organization. Using the average number of nine board members on a child care board, and the total number of non-profit child care organizations listed at the time of this study (1,555), the current pool of board members in child care is approximately 14,000 people of which approximately 9,000 are parents.

2. The people who sit on child care boards are likely to be long-term resources to the volunteer sector.

Research in the field of voluntarism suggests that people who are committed to volunteer work in one organization are likely to volunteer in other organizations. The sample in this study demonstrates the point. Three-quarters of the chairpeople had previous experience as volunteers in other organizations, and slightly over half had previous experience on boards of other organizations.

3. Boards of directors of child care organizations are under-resourced and under-developed.

When the tasks required of a board of directors are examined from the point of view of the tasks that are difficult to complete and the tasks that are not done, it is apparent that fundraising issues deflect attention from the other essential board tasks.

Time and/or skills to support the work of the board appear to be lacking among board members, senior staff of the child care organizations, Ministry staff, and consultants. Further, there are few, widely available resources known to be helpful.

When the structure of boards of directors is examined, it does not appear to lay the foundation for addressing the variety of governance tasks required to fulfil the mandate of a board. The continuing struggle with finances, human resources, planning and evaluation begins in the early stages of board development and continues during later stages.

These factors, further explained in conclusions 4-14, constrain the development of strong boards.

In non-profit organizations there is a trend toward decreasing the operational focus of board work and increasing the policy and planning focus. This trend is best represented by the work of John Carver whose model is being implemented at the Family Service Association of Metropolitan Toronto. While the model provides many useful ideas for child care boards, its value depends on the degree to which senior staff have management and administrative expertise as well as time for these activities. At this stage of development of the child care sector boards and staff, the work of child care organizations would come to a grinding halt if board members limited their activity only to a Carver-type model of articulating policy and establishing desired results.

4. "Finances" and "fund raising" deflect attention from other essential areas of board responsibility.

The preoccupation of the board with funding issues is evident from the rating of tasks in terms of difficulty, from the discussions in the focus groups and key informant interviews, as well as from the time spent on funding issues in board meetings.

Focus groups identified the following difficulties associated with fund raising activities:

- low returns for the effort involved;
- over-solicited communities where people feel they are "constantly being asked to reach into their pockets";
- competition with other worthwhile charitable organizations;
- low public acceptance of child care as a necessary charitable organization.

The level of funding affects all aspects of the operation of a child care organization, including its program, facilities, equipment and supplies, staffing and staff training.

5. The governance tasks that focus on long-term organization stability and effective programs and services are not getting adequate attention.

The central roles of a board of directors are (a) to ensure that there are effective programs providing the services defined by the mission of the organization, and (b) to ensure the long term health of the organization.

The frequency with which the tasks related to planning (needs assessment, evaluation, collaboration with other agencies) were reported as difficult, or were reported as not done between September 1989 and May 1991 raises concern.

Literature on boards of directors stress planning and evaluation as key functions in the stewardship role of the board. Research also shows that boards frequently report difficulty with these tasks. The planning of needs assessment and evaluation takes time and expertise. Board members often do not have the time or expertise to do it themselves nor do they have the funds to pay for consultants.

6. The availability of people resources is affected by the image of child care in the community and by the pressure of the fund raising requirements.

Lack of community awareness of who uses and needs child care is seen as a major block to the stability and growth of child care organizations. Child care was still incorrectly associated with welfare or, paradoxically, with people who work and can afford child care but want the community to pay for it. This adversely affects recruiting as well as fund raising.

There were three tasks related to recruiting volunteers, and all were reported to be difficult by over half the sample. There are several reasons why recruiting is more challenging for child care organizations. The most important factor in recruiting volunteers is the specific nature of the volunteer activity. In the Secretary of State "National Survey of Volunteer Activity" done in 1988, the reasons people gave for volunteering were:

- doing something I like to do (62%)
- feeling that I accomplished something (61%)
- helping others (60%)
- helping a cause I believe in (56%)
- doing work that benefits my children, my family, myself (52%)

The data from the National Survey mentioned above, as well as from the Independent Sector Survey conducted by Gallup poll in the United States, suggests that, if the volunteer work itself was attractive, the pool of potential volunteers would be the whole community not just parents. However, the work itself entails numerous responsibilities, is time-consuming, and linked to success in fund raising.

Although chairpeople express satisfaction when asked to rate their experiences on a survey instrument, it is likely that this satisfaction is not the major message heard during day-to-day conversations with friends and family in the community. The more likely message is that board work in child care involves a lot of meetings, regulations, phone calls, fund raising and responsibility.

Recruiting senior staff is also reported to be difficult. Two-thirds of the sample indicated that they had been involved in this task between September 1989 and May 1991. Of that sub-sample, almost half indicated difficulty carrying out the task. The focus group discussions suggested that senior staff are difficult to find because many child care workers leave the field for better paying jobs.

7. Board members provide a relatively stable but inexperienced resource base for governing their child care organizations.

The profile of chairpeople in child care is a picture of people who bring personal interest and commitment, but do not necessarily bring experience or knowledge in governing an organization. While the majority (75%) of chairpeople had previous volunteer experience, almost half (45%) had no prior experience on a board of directors. The difficulty reported by more than one-third of the sample with the tasks below and the size of the sample that did not do the task appears to confirm a lack of experience in board work.

- Developing goals and objectives for the work of the board
- Setting priorities for the work to be done by the board
- Following through on board tasks
- Evaluating the work and operation of the board

Child care board members invest, on average, three years in their organizations. This is the minimum amount of time considered necessary for a board member to be oriented to a specific organization, trained in the service sector issues and be able to apply the learnings to the effective governance of the organization.

Assuming a turn-over of one-third of the board per year, across the child care sector, this means that, each year, approximately 4,600 people (two-thirds of whom are parents) need to learn about the governance of child care organizations.

This conclusion reflects the trends for most non-profit boards. This point is clearly made by Robert Payton, president of Exxon Educational Foundation, in his paper "Major Challenges to Philanthropy" when he said:

> "As a group, it is the trustees who are most important in protecting the standards of philanthropy. Like it or not, the trustees are the structural bulwark defending the public interest.... the education of trustees claims a very high priority on our collective agenda"

In the past, volunteers were seen to be free labour in whom little investment was necessary. Today, there is greater understanding that volunteers, be they service or policy volunteers, need orientation and training.

8. Child care boards' access to training and resource materials is less than adequate.

The availability and use of training, explored during key informant interviews and focus groups, is limited. Limited funds for program delivery appear to preclude allocation of funds for the professional development of board members.

While approximately half of the staff mentioned child care associations and appeared to value the networking and information provided, there did not appear to be any organizations that supported board members and their roles. This may result from the absence of finances for organization memberships and lack of time necessary to make voluntary associations highly successful.

In the few cases where board members had participated in board training, the comments were very positive. Use of consultants for board development and participation in the United Way Volunteer Leadership Development Program were both viewed as "extremely helpful".

The need for board training has been recognized. Other provincial ministries and federal departments have sponsored a variety of programs and resources. Training for child care board volunteers is a low risk investment. A substantial number of the 14,000 people who volunteer yearly on these boards will carry their learning to other organizations. Thus, the short term benefit to child care will be a long term benefit to the communities in which they live.

9. Senior staff do not appear to have the time or training for the central role they play in supporting the work of the board.

Staff are heavily involved in the work of the board. They participate in 82% of the fifty-five governance tasks.

The ratio of staff to licensed spaces indicates that staffing levels were very close to the minimum requirements. These minimums do not appear to allow staff the time necessary for the work involved in board development and support. As a result, the staff of child care organizations often serve as unpaid volunteers donating significant amounts of time after hours.

Further, although staff have had previous experience as volunteers, and on boards of directors, their early childhood education courses do not appear to provide training in how to work with and assist in the development of effective boards of directors. In addition, child care organizations do not have funds for staff training in this area.

10. The Ministry's support to child care organizations is weakened by inconsistent interpretation of Ministry requirements and a demand for consultation in excess of what the Ministry can provide.

Ministry staff were regarded as caring and helpful but often inaccessible due to their work loads.

Respondents to the survey were asked: "if the Ministry could change the way it works with child care organizations, what changes would be most beneficial?". The most frequent responses mentioned the need for more practical and accessible guidance (available consultants, more formal visits, more immediate responses to questions) and more consistency ("from one month to the next" and "from one program advisor to another" and "from one region to another".)

11. Board size and committee structure is not adequate to address the range of tasks to be done.

The average number of positions for directors was nine on centre-based boards, and ten on both private home day care boards and resource centre boards. While nine to ten people make a manageable group for discussions, the size does not appear to be large enough to spread the workload.

Many organizations today suffer from having too many committees. Child care organizations do not have this problem. They have few committees and the ones that exist meet infrequently.

12. The support for the start-up stage of development is not adequate especially in relation to the governance tasks identified as difficult.

For the purposes of this study, the length of time that child care organizations were in operation was categorized as less than 18 months, between 18 and 36 months, and over 36 months in operation.

Newer organizations tended to rate more governance tasks as difficult and tended to have more tasks that were not done between September 1989 and May 1990. Although the sample of French language organizations was small, it is important to note that a larger percentage were in the start-up stage and were reporting more difficulty than English language organizations.

The start-up phase was identified as time-consuming and frustrating. Some of the issues involved: understanding the legislation, dealing with funders (each of which appeared to be willing to commit funds only after the other had done so), complying with standards, and obtaining financial expertise capable of understanding the government forms. Numerous examples were given of experts within the same fields (e.g. law, accountants, architects) giving contradictory interpretations of the requirements.

The following types of supports and resources were mentioned as needed by the boards of new child care organizations especially in the start-up phase of development:

- a fast-track method of incorporation and seed money for development;
- a clearing-house of materials relevant to boards annotated for child care;
- a way for chairpeople, treasurers to meet and learn more about board roles;
- a public education campaign to educate the community about child care;
- a training program for staff to help them train and work with boards;
- an information package for lawyers so that new boards can rely on the legal advice they receive.
- consultants to guide the organizations regarding incorporation, applications to the Ministry, board development, and start-up activities that lay solid foundations for the on-going operation of the organization.

13. The difficulties experienced in carrying out the governance tasks in the start-up phases of an organization persist unless there is significant change in the factors underlying these difficulties.

The difficulties experienced by start-up organizations appear in organizations over three years old.

The factors underlying these difficulties in the start-up stage seem clear. Long range planning, collaboration with other organizations and program evaluation likely took second place to the more immediate issues of bank loans, government funds, supplies, and starting program operations. Start-up and survival issues promote short-term thinking and limit the time and attention available for long-range planning and policy discussions. As mentioned, the expertise in such governance tasks was likely not present among board members nor available from senior staff who have little training in working with boards and management issues. These survival and resource factors persist today.

14. The child care sector does not have a coherent, integrated system to deliver effective support to child care at the community level.

All boards are expected to carry out needs assessments, set short and long term goals, and evaluate programs and practices. The fact that each board spends time locating resources and evaluating resources in these areas seems to be a waste of time. Sample materials and "how-to" resources that have been evaluated as useful should be readily available. Some exist: few are known by the child care organizations surveyed.

Similarly, for each board related to child care in each community to tackle the image of child care and work on separate public relations campaigns does not seem to be effective. A province-wide set of sample materials and a plan of action would likely have more impact and involve less energy in organizations that have little energy to spare.

The issue of whose role it is to provide province-wide support and co-ordination was not the subject of this study. Nor was the issue of community level co-ordination of the many organizations with interest in child care. It is clear, however, that there are different players with different roles each of which require attention. Alignment of Ministry initiatives could make a positive contribution to the resolution of these issues.

1. INTRODUCTION

Approximately 2000 organizations in Ontario are involved in the delivery of child care services. They range from small, voluntary, non-profit, community-based centres to large umbrella organizations and municipalities. Services include centre-based care, private home day care and resource centres.

The administrative structures supporting the delivery of child care services also vary. A number operate under the traditional "board of directors" model; others have parent advisory committees and are largely "staff" run operations.

According to the request proposal, the Ministry of Community and Social Services (MCSS) is committed not only to future growth in the non-profit child care sector but also to initiatives that strengthen management practices and involve parents in both the decision making and management of organizations delivering child care services[1].

The Ministry was aware of a variety of issues related to the initiation, and on-going functioning of child care agencies in the province. However, the provincial trends had not been systematically researched. Some needs had been expressed by field staff and others by a variety of other sources[2]. Some information had been offered informally via anecdotes and more formally as secondary comments in studies dedicated to other matters[3].

Along with a lack of clear, up-to-date, quantitative information on the needs of boards of directors, there was little documented about the governance problems of boards of directors whose members often wear two hats: parent and policy maker, consumer and provider, client and steward.

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1 Request for Proposal, A Study of Management Practices in Non-Profit Child Care Organizations, Ministry of Community and Social Services, 1989.

2 Bertrand, Jane. C-PET Key Information Survey, Community Parent Education and Training Project, Ontario Coalition for Better Day Care. November 1989.

3 Child Care Consultation, The Ministry of Community and Social Services and The Ministry of Education. December, 1989.

In view of the above commitments, and the lack of reliable and systematic information on the nature of governance practices in the non-profit child care sector, the Ministry commissioned a research project with the following overall purpose;

> "to collect background information that will guide the development of policy and program initiatives likely to support effective and efficient management practice within the non-profit sector. This descriptive information base will be helpful in evaluating future initiatives in this area"[4]

To address the purpose of the study and the unique nature of child care centres, the project had the following objectives:

1. To describe the characteristics of child care boards of directors and board members;

2. To describe the current governance practices of child care boards;

3. To identify the tasks that the boards have found to be difficult;

4. To identify the resources and the areas in which these resources have been useful to boards;

5. To describe the opportunities and support for parental involvement in the child care system.

This report presents the study approach and methodology as well as the major findings related to board tasks, composition and operation. These are followed by the major conclusions of the study.

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[4] Request for Proposal, A Study of Management Practices in Non-Profit Child Care Organizations, Ministry of Community and Social Services, 1989.

2. STUDY APPROACH AND METHODOLOGY

There were two major stages in this study - a design stage and an implementation stage.

This section sets out the purposes, tasks and activities related to each stage.

Highlights - Design Phase

- Interviews with nineteen key informants and three focus groups provided important information on the tasks and activities done by boards of directors as well as on the problems they face.

- An Advisory Committee comprised of Ministry and non-Ministry staff reviewed the themes gleaned from key informant interviews and focus groups and assisted in finalizing the design of the study.

- The approach selected was to develop two questionnaires, one for chairpeople and one for the senior staff person. Both questionnaires asked about who did most of the work associated with fifty-five tasks related to governance responsibilities, and how much difficulty was experienced in doing the tasks. Both asked about the barriers boards face in delivering high quality child care and about the ways in which the Ministry could be more helpful to child care organizations. Both questionnaires asked questions about the respondent's length of time in the organization and previous volunteer experience. The chairperson's questionnaire included additional questions related to the formation and composition of the board as well as to how the board conducts its business.

- Both the English language and French language questionnaires were pilot tested twice.

Highlights - Implementation Phase

- Two survey questionnaires were sent to a sample (589) of centre-based child care organizations. A complete census was taken of all appropriate private home day care[5] (now called home child care) organizations (52), and all MCSS funded child care resource centres (154).

- To ensure timely and cost effective distribution of the questionnaires, a package containing two envelopes was sent to the senior staff person of every organization in the study. One envelope contained the instructions and questionnaire for the staff person, the second envelope contained similar content for the chairperson.

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[5] Throughout this report, the term "private home day care" (PHDC) will be used; however, just prior to the publication of the report, this sector changed its name to "licensed home child care".

- Follow-up telephone calls were made throughout the survey phase of the study.

- The response rate for organizations was: 68% of all centre-based organizations, 44% of private home day care organizations, and 60% of the resource centres.

- Overall, 65% of all organizations approached for the survey returned one or more of the questionnaires received.

- The overall individual response rate (chairpersons and staff) was 47% ranging from a low of 32% for Chairpersons of resource centres to a high if 55% for staff of centre-based organizations.

- In order to verify whether the returned questionnaires were reflective of the population, an investigation of potential bias was undertaken. Comparisons of the returned questionnaires with centres known to be having difficulty (as determined by field staff) showed no significant difference. That is, centres that were having difficulty were not under-represented in the centre-based sample. There does not appear to be a positive bias in the interpretation of the level of difficulty being experienced in the centre-based sample.

- Focus groups were convened to discuss the tasks which were reported to be most difficult and to identify the resources available and needed.

2.1 The Design Stage

Overall, the purposes of the Design Stage were:

- to provide the study team with a better appreciation of the historical context in which the investigation was taking place;

- to obtain a fuller understanding of the different administrative structures that supported the delivery of child care;

- to obtain clarification on the information available regarding the universe of child care centres in Ontario, as well as an assessment of the effort required to undertake the sample draw;

- to identify the key governance tasks undertaken by boards and staff of child care organizations in the province;

- to confirm the information requirements of the Ministry;

- to develop the final study design and instrumentation.

The following represent the key tasks undertaken in the Design Stage.

2.1.1 Orientation To Background and Purpose of The Study

This task included:

- a meeting with the Advisory Group;
- a review of key documentation;
- a review of the direct operating grant data base and movement of the data base to in-house computers.

2.1.2 Completion of Nineteen Key Informant Interviews

Interviews were undertaken with the following types of respondents:

- Child Care Community Development Worker (2)
- Executive Director - Child Care Resource and Learning Centres (4)
- Child Care Coordinator (1)
- MCSS Program Supervisor (2)
- Director Of Municipal Children's Services (1)
- General Manger - Central Administrative Child Care Service (1)
- Community College Child Care Personnel (1)
- Director - Child Care Support Organization (2)
- President - Child Care Umbrella Organization (1)
- Representative - Northwest Ontario Regional Day Care Committee (1)
- Representative - The Private Home Day Care Association of Ontario (1)
- Representative - Co-Operative Child Care (1)
- Private Child Care Consultant (1)

2.1.3 Facilitation of Three Focus Groups

Groups were convened with the following respondents:

- Executive Directors of community-based voluntary non-profit child care centres
- Chairpersons of boards of community-based voluntary non-profit child care centres
- MCSS program advisors

The findings from the key informant interviews and focus groups were synthesized and summarized in a working document distributed to the Advisory Committee. The interviews and focus groups also assisted in finalizing the design for the study and in drafting the first "master set" of instruments.

2.1.4 Design of the Approach For the Study

The approach taken for this study was to administer self-report questionnaires to non-profit, board-governed centre-based organizations, private home day care organizations and child care resource centres across the province. Two questionnaires were mailed to each selected centre. The first was to be completed by the supervisor/executive director and the second by the chairperson or president of the board.

The following sections present the study design in more detail. They are organized as follows:

- The administrative structures in non-profit child care in Ontario;
- The administrative structures included in the study;
- The target respondents;
- The study questionnaires;
- The translation of questionnaires into French;
- Pre-test(s) of the questionnaires;
- The survey sample;
- The verification of the Direct Operating Grant Data Base;
- The planned distribution of the Questionnaires;
- The design of additional focus groups to expand on the results of the survey.

2.1.5 The Administrative Structures In Non-Profit Child Care In Ontario

Based on the information obtained in the Design Stage, it was our understanding that the majority of child care organizations in Ontario could be classified into nine administrative structures.

1. Community Based Voluntary Non-profit Organizations. These organizations have a board of directors, usually made up of parents of children in the centre, community members and representatives of community agencies. They usually have Supervisors or Executive Directors and child care staff.

2. Municipal Child Care Organizations. These organizations do not have a traditional board of directors. In general, they are operated by municipal staff who are supervised by a "Director of Children's Services". In some cases they have advisory committees for parent input. These organizations are run by approximately 69 municipalities in the province and, as such, are responsible to elected councils. The number of centres in a municipality can run from a single operation in a small municipality to scores of centres in larger ones.

3. Centralized Administrative Child Care Organizations. These organizations are similar to the Municipal Child Care organizations in that they can operate a number of child care centres under one centralized administrative structure.

There may or may not be advisory committees or a board of directors related to child care. They are run by staff who are responsible to a Director or Coordinator of Child Care. Examples of this type of organization include YMCA Child Care Services, George Brown College and London's Children's Connection.

4. Umbrella Organizations. These organizations are characterized by an "umbrella" board of directors whose purpose is to support the development of voluntary non-profit child care organizations. The member organizations are community-based voluntary non-profit organizations, each having its own board and staff. In some cases the umbrella board holds the license of a new member board until the new centre is able to function independently.

5. Indian Band Organizations. These organizations are usually directed by the Band Council acting as the board of directors and run by a Band Administrator. In some cases there are parent advisory committees.

6. Autonomous Child Care Resource Centres. These centres do not deliver child care directly but offer support services such as toy lending libraries, parent/child drop-in centres and the like. They are directed by a board of directors and run by Supervisors/Executive Directors and assistant staff. These centres are not part of any other organization: they operate independently.

7. Integrated Child Care Resource Centres. As above, these organizations do not deliver child care directly but offer support services such as toy lending libraries, parent/child drop-in centres and the like. They differ from autonomous child care resource centres in that they are part of a larger multi-service organization. They are usually directed by the same administrative structure that manages the multi-service organization.

8. Autonomous Private Home Day Care Organizations[6]. These are private home day care organizations that are directed by a board of directors and run by Supervisors/Executive Directors and assistant staff. They are not part of any other organization but operate independently.

9. Integrated Private Home Day Care Organizations. These are private home day care organizations that are part of a larger multi-service organization or Municipality. Their direction comes from the same administrative structure that manages the multi-service organization.

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[6] During the summer of 1991, the Private Home Day Care Association of Ontario changed its name to the Home Child Care association of Ontario.

The central purpose in describing the different administrative structures in child care was to:

- decide which organizations were to be included and excluded from the study;
- design questionnaires that were appropriate for each administrative structure;
- identify the most appropriate respondent in each administrative setting;
- determine which instruments should be completed by each respondent.

The next sections of this report addresses these issues.

2.1.6 Administrative Structures Included in the Study

After extensive consultation with the Ministry, the following administrative structures were included in this study:

- Non-profit, centre-based organizations governed by a board of directors (#1 page 11);
- Private home day care organizations governed by a board of directors (#8 page 12);
- Child care resource centres governed by a board of directors (#6 page 12).
- Organizations that offered multiple services related to child care. For example, a number of organizations operated a centre-based program as well as a resource centre. Given these services were governed by ONE board of directors and were primarily directed to providing "child care" services, they were included in the study.

The rationale used in selecting these administrative structures consisted of the following:

- Given that this was a study of the tasks undertaken by boards of directors of child care organizations, only those organizations governed by boards were included;
- The non-profit "centre-based" organizations represent the largest segment of the aforementioned administrative types.

- The initiatives that may arise from this study are to be directed primarily at non-profit, voluntary boards whose sole or primary responsibility is child care. For this reason, boards of large multi-service agencies and municipalities were excluded.

2.1.7 The Target Respondents

Given that the purpose of this study was to elicit information regarding the tasks undertaken and the difficulty experienced by boards of child care organizations, the most obvious respondents were the board members of the selected child care organizations. The lack of knowledge of the number of board members in each organization, combined with the resources available for the study, precluded sending the questionnaires to every board member.

However, as an attempt to obtain as unbiased and balanced a response as possible, two respondents were chosen from each organization to complete the questionnaires - the Chairperson/President of the board and the "Senior" staff person. Both were seen to provide important perspectives on the governance of child care organizations.

2.1.8 The Study Questionnaires

Given the target respondents, two questionnaires were created for the study - a chairperson/president questionnaire and a supervisor/executive director questionnaire.

Both questionnaires contained common content areas that addressed the study objectives. These were:

- Length of time as a board member/staff;
- Other volunteer experiences;
- Ratings of experiences in a child care organization;
- Identification of "who did most of the work involved" in tasks related to governing the organization as well as the difficulty experienced in "getting the task done". This section of the instrument covered fifty-five governance tasks as well as thirteen legislative tasks.
- Suggestions regarding how the Ministry could change "the way it works" with child care organizations;
- Identification of the "major barriers" boards and organizations face in ensuring the delivery of high quality child care".

The chairperson questionnaire contained additional questions related to:

- the formation and composition of the board; and
- how the board conducts business.

2.1.9. Translation of Questionnaires into French

Both questionnaires were translated into French by a commercial translation service.

2.1.10 Pre-Test Of the Questionnaires

Following approval of the questionnaires by the Steering and Advisory committees, two pre-tests of the instruments were undertaken:

- a focus group pre-test; and,
- an actual mail out to twenty five organizations.

In addition to the above pre-tests, feedback on the questionnaires was provided by both French and English speaking community development workers and consultants to child care organizations.

2.1.11 The Focus Group Pre-Test

A group meeting was held with 8-10 "typical" survey respondents. A mock-up of the questionnaire was presented to each respondent during the session. The study team observed the way the questionnaire was completed and subsequently facilitated group discussion to address the following;

- Was each question measuring what it was intended to measure?
- Were all the words understood?
- Were questions interpreted similarly by all respondents?
- Did each close-ended question have an answer that applies to each respondent?
- Did the questionnaire create a positive impression, one that motivates respondents to answer it?
- Were questions answered correctly? (i.e., were some missed, and did some elicit answers that could not be interpreted?)

- Does any aspect of the questionnaire suggest bias on the part of the researcher?

Following this pre-test, modifications were made to the instruments.

2.1.12 The Mail-Out Pre-Test

The next draft of the questionnaire was mailed to a small sample of twenty-five organizations. The primary purpose of the mail-out was to glean information regarding the efficacy of the distribution procedures and to further improve the questionnaire along the dimensions listed above.

The French language questionnaire was tested with a small sample of French board members and senior staff. It was also reviewed by the French Language Services Branch of the Ministry of Community and Social Services.

Subsequent to the pre-tests, the final camera ready versions were prepared. Copies of the final versions of both sets of questionnaires can be found in Appendices A and B.

2.1.13 The Survey Sample

The total number (universe) of non-profit centre-based organizations and private home day care organizations in the province were identified using the Direct Operating Grant Data Base of the Child Care Branch. The total number of child care resource centres was compiled with the assistance of Ministry staff in each of the local and regional offices.

The table below presents the total number of organizations for each administrative structure as known at the completion of the Design Phase.

PROVINCIAL UNIVERSE OF ELIGIBLE CHILD CARE ADMINISTRATIVE STRUCTURES[7]

Table 2-1

REGION	CENTRAL	EAST	NORTH	SOUTH WEST	TOTAL
CENTRE BASED	537 41%	281 21%	90 7%	412 31%	1,320 100%
PHDC	28 43%	21 32%	6 9%	10 15%	65 100%
RESOURCE CENTRE	67 39%	30 18%	22 13%	51 30%	170 100%
TOTAL	632 41%	332 21%	118 8%	473 30%	1,555 100%

In order to insure adequate representation by administrative structure and region, a complete census of **ALL** private home day care organizations AND resource centres was undertaken. The only administrative structure that was sampled was the centre-based organization.

The table below details the sample drawn for the centre-based organizations as well as the census taken for PHDC's and resource centres.

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[7] Table may not total to 100% exactly due to rounding.

SAMPLE DRAWN FOR CENTRE-BASED ADMINISTRATIVE STRUCTURES AND CENSUS TAKEN OF PHDC'S AND RESOURCE CENTRES[8]

Table 2-2

REGION	CENTRAL	EAST	NORTH	SOUTH WEST	TOTAL
CENTRE BASED[9]	224 37%	136 22%	74 12%	174 28%	608 100%
PHDC[10]	28 43%	21 32%	6 9%	10 15%	65 100%
RESOURCE CENTRE[11]	67 39%	30 18%	22 13%	51 30%	170 100%
TOTAL	319 38%	187 22%	102 12%	235 28%	843 100%

Given the smaller number of centre-based organizations in the East and North regions, these areas were slightly over-sampled. This was balanced by a slight under-sampling in the remaining regions.

2.1.14 Verification of the Direct Operating Grant Data Base

After selecting the sample, the Ministry verified the contact name, address and language (French/English) of all centre-based and private home day care organizations through consultation with Area Office child care Program Advisors. This task also involved compiling the names and contact personnel for all known resource centres in each region of the province.

2.1.15 Planned Distribution of the Questionnaires

While it would have been desirable to send, in separate envelopes, the chairperson's questionnaires to the chairperson and the staff person's questionnaire to the staff person, the mailing costs would have been excessive.

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[8] Table may not total to 100% exactly due to rounding.

[9] Sample drawn for these organizations

[10] Census taken of these organizations

[11] Census taken of these organizations

Therefore, to facilitate the distribution process in a timely and cost-effective manner, each mail out package was addressed to the senior staff person. Each package contained two envelopes. One envelope included a covering letter and questionnaire for the senior staff person and the second had similar contents for the chairperson.

The covering letter for the senior staff person requested that the envelope for the chairperson be given to the appropriate board member. Both packages contained business reply return envelopes to mail the completed questionnaires back to the study team.

2.1.16 Design of Additional Focus Groups to Expand on the Survey Findings

As stated earlier, the intent of the survey was to provide information about the tasks undertaken by child care organizations, the personnel involved in the tasks, the level of difficulty experienced in completing the task, the barriers boards face in ensuring the delivery of high quality child care, as well as information regarding the structure and operation of child care boards.

The purpose of additional focus groups was to expand this information and to explore the experience of respondents in handling "the difficult tasks".

The focus groups started with a brief presentation of the preliminary findings regarding the "most difficult" tasks.[12] Following this, the focus groups addressed the following key questions:

- Why do you think this is a difficult task? What contributes to the task being difficult?
- What resources are available to help you with this task?
- Have you used any resources to help you with this task? What was your experience using these resources?
- What type of help would make it easier for boards to complete this task?

The groups included both chairpersons and staff of selected organizations and were convened in different communities across the province. The communities were selected to represent a cross-section of community size and potential resource base available to child care organizations. The communities selected included the Region of Halton, Peterborough, North Bay, Sudbury, Toronto and Brantford.

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[12] Use of the term "most difficult task(s)" in this report refers to those tasks where the LARGEST PERCENTAGE of respondents reported the task to be "somewhat" or "very difficult".

2.2 Implementation

Following the Design Stage, the study moved to implementation. The following tasks were included in the implementation phase of the study:

- Distribution of a letter to all Program Advisors describing the study;
- Creation of "camera ready" version of the questionnaires, printing and preparation of packages containing covering letters, instructions and questionnaires;
- Selection of the survey sample;
- Distribution of the packages to child care organizations;
- Telephone follow-up;
- Preparation of the analysis outline;
- Data entry of the survey returns;
- Validation of the survey returns;
- Data analysis of the survey returns;
- Execution of the focus groups to expand on the survey results;
- Integration of the survey and focus group results;
- Preparation of the Findings Report and distribution to the Advisory Committee;
- Preparation of the draft Final Report and distribution to the Advisory Committee;
- Meeting with the Advisory Committee;
- Preparation of the Final Report.

2.2.1 Distribution Of A Letter To All Program Advisors Describing And Positioning The Study

All MCSS Program Advisors received a letter which described the study. Copies of this letter were also sent to all Area Office Managers.

2.2.2 Translation Of Survey Materials Into French

All survey materials were translated into French using a French translation service and tested with a small sample of Francophone board members.

2.2.3 Creation Of "Camera Ready" Version Of Survey Materials, Printing And Preparation Of Mail-out Packages

The final versions of the signed covering letters, questionnaires, and other survey material were commercially printed. This phase also included the labelling and stuffing of envelopes.

2.2.4 Draw Of The Survey Sample

As mentioned above, two separate data sources were used to construct the sample - the Direct Operating Data Base for the centre-based and private home day care organizations and an independent list of resource centres compiled by the field staff of the Ministry. A random sample and census of these organizations was performed following the sampling design.

Although the organizations were provided to us as separate and independent facilities, it was our suspicion that some duplication in the lists might exist due to the existence of "multiple function" organizations. For example, we assumed it was possible for an organization to be operating a number of centres or to be operating a centre-based child care facility as well as a resource centre.

Even though the organization had a multiple function, it was still governed by ONE board of Directors. Thus, without cross-verifying the sample for the existence of this type of "multiple function" organization, we would have mailed duplicate staff and chairperson/president questionnaires to the same personnel in the same organization.

The cross-verification resulted in the identification of ten "functional types" of organizations. The table below presents the final number of organizations that received the mail package according to their functional classification. In cases where an organization had a centre-based operation, as well as other functions, the package was addressed to the centre-based function.

The merging of the organizations according to the ten classifications reduced the sample size by 48 organizations - from 843 to 795.

NUMBER OF ORGANIZATIONS AND NUMBER OF QUESTIONNAIRE PACKAGES SENT BY FUNCTIONAL CLASSIFICATION

Table 2-3

FUNCTIONAL CLASSIFICATION	NUMBER OF ORGANIZATIONS	NUMBER OF QUESTIONNAIRES	
		STAFF	CHAIR
CENTRE-BASED	570	570	570
PHDC	42	42	42
RESOURCE CENTRE	154	154	154
CENTRE BASED/PHDC	9	9	9
CENTRE BASED/PHDC/ RESOURCE CENTRE	2	2	2
CENTRE BASED/ RESOURCE CENTRE	8	8	8
PHDC/ RESOURCE CENTRE	10	10	10
TOTAL(S)	795	795	795
		1,590	

2.2.5 Distribution Of The Packages To Child Care Organizations

The survey packages were distributed to the selected organizations the week of May 20, 1991. The survey was cut off on July 26, 1991.

2.2.6 The Telephone Follow-up

After the first week in the field, telephone "follow-up" calls were made. The staff contact person was called during working hours and was encouraged to complete and return the staff questionnaire. The name and phone number of the Chairperson/President to whom the questionnaire was given was also obtained.

The Chairperson/President was called in the evenings (5:30PM to 9:30PM) to encourage their response and to deal with any questions, problems or issues.

These calls resulted in the mailing out of additional forms when the ones originally sent had been lost. The telephone follow-up was undertaken for the duration of the survey stage of the project.

2.2.7 Preparation Of Analysis Outline

Based on consultation with MCSS, an analysis outline was prepared. This outline described the analyses to be performed and the exact tables to be generated. Subsequent to approval of the outline, the analyses were undertaken and the preliminary results were presented for review and discussion to selected members of the Child Care Branch, the Research and Program Evaluation Unit, and the Operational Coordination Branch of the Ministry of Community and Social Services.

2.2.8 Response to The Survey (Field Report)

At the time of the survey cut-off, 754 questionnaires had been returned. Two response rates are worth noting: the response rate from organizations, and the response rate from individuals.

As the reader may recall, two questionnaires were sent to each organization - one for the senior staff and one for chairpersons. Thus, one aspect of the return statistics is to view the number of ORGANIZATIONS represented by the return of one or more questionnaires. The table on the next page presents this information.

Fully 68% of all centre-based ORGANIZATIONS returned at least one questionnaire. This was also the case for 44% of private home day care centres and 60% of resource centres. Overall, 65% of all ORGANIZATIONS approached for the survey returned one or more questionnaires.

ORGANIZATION RETURN STATISTICS

Table 2-4

ORGANIZATION TYPE	STATUS	TOTAL ORGANIZATIONS
CENTRE-BASED	MAILED OUT	589
	RETURNED	401
	RESPONSE RATE	**68%**
PHDC	MAILED OUT	52
	RETURNED	23
	RESPONSE RATE	**44%**
RESOURCE CENTRES	MAILED OUT	154
	RETURNED	92
	RESPONSE RATE	**60%**
TOTAL	MAILED OUT	795
	RETURNED	516
	RESPONSE RATE	**65%**

The table on the next page presents the questionnaire return statistics by number of respondents and by type of centre.

The overall response rate for individual respondents was 47%, ranging from a low of 32% for chairpersons of resource centres to a high of 55% for staff of centre-based organizations.

Section 2.2.9 describes the methods used to verify the validity of the final sample and the conclusion that the sample was not biased.

QUESTIONNAIRE RETURN STATISTICS

Table 2-5

ORGANIZATION	STATUS	CHAIRPERSON	STAFF	TOTAL
CENTRE-BASED	MAILED OUT	589	589	1178
	RETURNED	261	323	584
	RESPONSE RATE	**44%**	**55%**	**50%**
PHDC	MAILED OUT	52	52	104
	RETURNED	17	21	38
	RESPONSE RATE	**33%**	**40%**	**37%**
RESOURCE CENTRES	MAILED OUT	154	154	308
	RETURNED	50	82	132
	RESPONSE RATE	**32%**	**53%**	**43%**
TOTAL	MAILED OUT	795	795	1590
	RETURNED	328	426	754
	RESPONSE RATE	**41%**	**54%**	**47%**

2.2.9 Validation of the Sampled/Centre-Based Survey Returns

In order to examine whether the returned questionnaires from the centre-based sample were reflective of the population of centre-based organizations, a "qualitative" investigation of potential bias was undertaken.

It was hypothesized that relatively more organizations NOT EXPERIENCING "difficulty" with their operations would tend to respond from the centre-based sample, compared to those who were, in fact, experiencing some form of "difficulty". This would lead to a potential "positive" bias in the interpretation of the level of "difficulty" being experienced in the centre-based sector.

To test this potential bias, MCSS indicated which centres in the centre-based sample were reported to be having "difficulty". We should note that the MCSS information as to whether an organization was "having difficulty" came from reports of field staff. It included centres in financial difficulty as well as those that the field staff felt were "having a hard time". Thus, the assessment of difficulty was qualitative in nature.

A comparison was made between the number of organizations in the total centre-based sample which were reported to be having difficulty with the number of similar organizations found in the returned questionnaires. A Chi-Square analysis undertaken on the difference between the two distributions was not significant.

2.2.10 Questionnaire Editing, Preparation of Data Entry Template and Data Entry

All returned questionnaires were logged and edited for logical consistency and clarity of responses. In cases where it was impossible to clearly determine the questionnaire response flow or a respondent's answers, phone follow-ups were used to clarify the responses.

A data entry template was designed specific to the format of questionnaires. The template was created using the SPSS PC+ statistical software system. Following editing, the questionnaires were entered on an on-going basis into our in-house computer.

2.2.11 Execution of Data Analysis

This task involved the following:

- Creation and set up of the data files that facilitated the analysis;
- Generation of frequencies and cross-tabulations of variables according to the analysis outline;
- Execution of multi-variate analyses where appropriate.

2.2.12 Execution of the Focus Groups

The focus groups were convened as planned. On average, the meetings ran for three to three and one half hours.

2.2.13 Integration Of Results

The results from the interviews, survey and focus groups were cross-referenced and integrated to uncover the final critical findings that address the research questions.

2.2.14 Preparation of the Findings Report

The preliminary analysis of the surveys were detailed in a findings report that was presented to the Advisory Committee. This report contained the key frequencies, cross-tabulations and multi-variate analyses, along with summary points related to the findings.

2.2.15 Preparation of the Draft Final Report

The methods, analyses and findings were presented in a final draft report. The report included:

- Introduction
- Detailed descriptions of the methodology used for the interviews, focus groups, and organization survey
- Analyses and findings related to the study objectives

The draft report was distributed to the Advisory Committees in preparation for a meeting to review it.

2.2.16 Meeting With Advisory Committee

This meeting involved a review of the draft report and a discussion of conclusions.

2.2.17 Preparation of the Final Report

Following the meeting with the Advisory Committee, the study team modified the draft report to final form.

3. PROFILE OF BOARD MEMBERS

This section sets out the following key characteristics of board members: gender, age, experience in other organizations, opinions about the similarity of child care organizations to other organizations, and ratings of personal experience as a volunteer on the child care board. It also reports chairpeople's assessment of their board members' understanding of their roles and responsibilities.[13]

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[13] All analyses in this report are based on valid cases only.

Highlights

- Women significantly[14] outnumbered men on non-profit child care boards (7:2).
- Two-thirds (67%) of the board members were between the ages of 31 - 40 years old.
- Three-quarters (75%) of the sample of chairpeople had previous volunteer experience.
- Slightly over half (55%) of the sample of chairpeople had experience on the boards of other organizations.
- Slightly more than three-quarters (78%) of the sample of staff had been a volunteer in another organization.
- More than half (59%) of the sample of staff had previous experience as a member of a board of directors.
- Two-thirds (67%) of the chairpeople thought the boards of child care organizations "Are mostly similar to the boards of other organizations". Significantly fewer (46%) chairpeople from organizations that started less than eighteen months ago held this opinion.
- Approximately half of the chairpeople rated their board members' understanding of their roles as "High" (53%). Just under half (42%) rated the board members understanding as "Medium". Few (4%) chose the "Low" category.
- Chairpeople and staff were positive about their experiences volunteering and working for child care organizations in terms of the enjoyment, satisfaction and stimulation they derive as well as seeing it as a worthwhile use of their time.

3.1 Male-Female

The average number of board members on child care boards was nine. Women significantly outnumbered men on the boards. On average, there were seven women and only two men on these boards.

With respect to type of organization, the ratio of women to men was approximately the same (7 to 2 in centre-based boards, 8 to 2 in private home day care centre boards and 8

[14] Use of the word "significant" in this report indicates statistically significant differences. Tests to determine the significant differences between proportions were used.

to 2 in resource centre boards). The boards of French language child care organizations had, on average, six women and three men.

Table 3.1[15]

NUMBER OF BOARD POSITIONS BY GENDER AND TYPE OF ORGANIZATION

		Type of Organization		
	Total Chairpeople	Centre Based	PHDC	Resource Centre
(N)	(318)	(254)	(16)	(48)
Average Number of Director Positions	9	9	10	10
Female	7	7	8	8
Male	2	2	2	2

With respect to size of organization, the ratio of women to men on small boards is much higher than on larger boards. The ratios are six to one (small size organizations), seven to two (medium organizations), and ten to three (large organizations).

Child care reflects and amplifies (78% female: 22% male) the general pattern of more women than men volunteering in organizations. According to the Secretary of State's National Survey of Volunteer Activity conducted in 1987, across Canada more women (55%) than men volunteer (45%). In Ontario, across all kinds of volunteer organizations, the pattern is similar: 56% women and 44% men. The imbalance of men and women in the volunteer world is reflected in current journal articles with titles like "In Search of the Elusive Male Volunteer".

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[15] Information on the characteristics of board members, the characteristics of organizations and the characteristics of boards was provided by chairpeople. Thus, the base for the majority of tables presented is chairpeople. When this is not the case, the number of cases is based on the total sample. This situation will be designated as "Total Sample" in the appropriate tables.

3.2 Age of Board Members

Two-thirds (67%) of the board members fell between the ages of 31 and 40. The next largest proportion (22%) of board members were in the "41-50" age category. The remaining 22% was evenly split between "under 30" and "51 and over" category. The proportions were similar in each type of organization.

3.3 Volunteer Experience of Board Members and Staff

Chairpeople were asked whether they had been a volunteer or member of a community organization or club other than the child care organization. Three quarters (75%) of the total sample of chairpeople reported that they had previous volunteer experience. Among this group of chairpeople, 73% had been on the board of directors of another organization. This means that slightly over half (55%) of the chairpeople brought board experience to their work on child care boards.

Looking across different types of organizations, it is interesting to note that there was more experience AS A VOLUNTEER in the sample of chairpeople from resource centres (84%) than there was in the sample of chairpeople from centre-based organizations (74%) or private home day care organizations (58%). Further there were more chairpeople who had experience ON A BOARD among resource centre chairpeople (80%) then among chairpeople from centre-based organizations (71%).

Staff were also asked about their experience as volunteers. Slightly more than three-quarters (78%) had been a volunteer in another community organization and three-quarters of this group had held board positions. This means that 59% of staff bring board experience to their work.

3.4 Opinions on the Similarity of Child Care Boards to Other Community Boards

Chairpeople and staff who had been on boards of community organizations were asked whether child care boards were "mostly similar" or "mostly different" from other boards. Most chairpeople (72%) and most staff (63%) selected the category "mostly similar to boards of other organizations". About one quarter of the chairpeople (25%) and staff (27%) thought the boards were "mostly different" and a few chairpeople (4%) and staff (9%) "did not know".

As will be seen in the following paragraphs, interesting differences were seen when the responses were examined by length of time in operation and by language.

The views of chairpeople and staff from child care organizations that have been in operation for some time (more than 36 months) were similar to the total sample results which is not surprising given the large proportion of respondents in this category. In contrast, over half of the respondents from "young" child care organizations (less than 18 months old) saw their

boards as "mostly different from the boards of other organizations". While the survey did not pursue this question any further, information from the key informant interviews and focus groups suggested that the start-up phase of a child care organization has unique features. Most describe the start-up phase as very time consuming, confusing and frustrating.

Table 3.2

"ARE CHILD CARE BOARDS LIKE THE BOARDS OF OTHER ORGANIZATIONS"
BY LENGTH OF TIME IN OPERATION

		Length of Time In Operation		
	Total Sample With Board Experience	Started less than 18 months ago	Started between 18 and 36 months ago	Started more than 36 months ago
(N)	(402)	(11)	(45)	(346)
	(%)	(%)	(%)	(%)
Thinks the Boards of Child Care Organizations Are:				
"Mostly Similar to Boards of other Organizations"	67	46	76	67
"Mostly Different from Boards of other Organizations"	25	55	20	25
"Do Not Know"	8	0	4	8

3.5 Chairpeople's Assessment of Board Members' Understanding of Their Roles

Chairpeople were asked their opinion about board members' understanding of their roles and responsibilities. Slightly more than half (53%) of the chairpeople rated board members' understanding as "high". Significantly more French language chairpeople (91%) chose the "high" category than English language chairpeople (52%).

Significantly more centre-based chairpeople (54%) than private home day care centre chairpeople (53%) rate board members' understanding as "high" and significantly more private home day care chairpeople (53%) than resource centre chairpeople (52%) chose the "high category".

Table 3-3

BOARD MEMBERS' UNDERSTANDING OF THEIR ROLES AND RESPONSIBILITIES BY LANGUAGE OF ORGANIZATION

	Total Chairpeople	English	French[16]
(N)	(328)	(317)	(11)
	(%)	(%)	(%)
Level of Understanding			
High Level	53	52	91
Medium Level	42	43	9
Low Level	4	4	-

3.6 Rating Personal Experience as a Volunteer

Chairpeople and staff were asked to rate on a bi-polar five point scale their experience on child care boards in terms of enjoyment, satisfaction, stimulation, and valuing of time spent (worthwhile/waste of time). Each of these dimensions and significant variations in responses by size of organization, length of time in operation, type of organization and region is shown on the next page.

3.6.1 Chairpeople's Ratings of their Experiences

As the table below indicates, overall, chairpeople were positive about their experiences on the boards of child care organizations.

[16] The total number of respondents from french organizations was small. These results should be interpreted with caution.

Table 3-4

CHAIRPEOPLE'S RATING OF THEIR EXPERIENCES
(N=312)

%	Dimension
36	**Enjoyable**
49	Somewhat Enjoyable
11	Neither Enjoyable Nor Not Enjoyable
5	Somewhat Not Enjoyable to Not Enjoyable
34	**Satisfying**
40	Somewhat Satisfying
13	Neither Satisfying Nor Frustrating
13	Somewhat Frustrating to Frustrating
42	**Stimulating**
40	Somewhat Stimulating
17	Neither Stimulating Nor Boring
1	Somewhat Boring to Boring
68	**Worthwhile**
28	Somewhat Worthwhile
2	Neither Worthwhile Nor a Waste of Time
2	Somewhat a Waste of Time to Waste of Time

3.6.2 Chairpeople and Staff Ratings of their Experience

Although the vast majority of both chairpeople and staff rated all the dimensions on the positive end of the continuum, significantly more staff than chairpeople choose the most positive expressions of enjoyment, satisfaction, stimulation and worthwhile expenditure of time.

Table 3-5

RATING OF EXPERIENCE BY CHAIRPEOPLE AND STAFF

(N)	Total Sample (728) (%)	Chairpeople (312) (%)	Staff (416) (%)
Very Enjoyable	49	36	**59**
Somewhat Enjoyable	40	49	34
Total	**89**	**85**	**91**
Very Satisfying	42	34	**49**
Somewhat Satisfying	36	40	33
Total	**78**	**74**	**82**
Very Stimulating	50	42	**56**
Somewhat Stimulating	36	40	33
Total	**86**	**82**	**89**
Very Worthwhile	73	68	**77**
Somewhat Worthwhile	23	28	20
Total	**96**	**96**	**97**

3.6.3 Rating of Experience in Child Care Organizations by Type of Organization

Centre-based, private home day care and resource centre chairpeople were similar in the high positive enjoyment and satisfaction expressed. They also chose the "worthwhile" end of the "worthwhile - waste of time" scale to describe how they value their time volunteering in child care.

While all types of organizations selected the positive end of the stimulating - boring continuum, significantly more chairpeople from resource centres (60%) selected the stimulating category than did chairpeople from centre-based organizations (48%), private home day care organizations (51%), or French language centres (30%).

3.6.4 Rating of Experience in Child Care Organizations by Other Factors

Size of organization, length of time in operation, region and size of community were not factors that affected the way chairpeople rated their enjoyment, satisfaction, stimulation or worthwhile time spent. The results mirror the total sample on each factor.

4. CHARACTERISTICS OF ORGANIZATIONS

This section describes the characteristics of the organizations which responded to the survey including the length of time they had been in operation, licensed capacity, number of staff, tenure of staff and chairpeople, who was involved in starting the organization and current membership in child care associations.

Highlights

- Most respondents (85%) were from organizations that began more than three years prior to May 1991. Some respondents (11%) were from organizations that began "Between 18 and 36 months ago" and a few (3%) were from organizations that began "Less than 18 months" before they filled out the survey.

- The average licensed capacity for centre-based organizations was 56.

- Across the sample, there was an average of 8 full-time staff and 4 part-time staff.

- English language organizations averaged 8 full-time staff and 5 part-time staff. In French language organizations, the averages were 5 full-time and 2 part-time staff.

- The average tenure for chairpeople was three years in both English and French language organizations.

- The average tenure for the senior staff person who filled out the Staff Questionnaire was six years in English language organizations and four years in French language organizations.

- The vast majority of organizations (79%) were begun by a group of people in the community. Among this group, 85% were parents of children using the facility.

- Less than one third of the organizations (30%) were sponsored by an existing agency.

- The agencies most frequently mentioned by the centre-based organizations that were sponsored by existing agencies were Churches, boards of education and religious organizations.

- The agencies mentioned most frequently by private home day care organizations and by resource centres were Kiwanis, Rotary, Optimists, YM-YWCA and municipal government.

- Slightly more than half of the organizations in the sample (54%) were members of child care associations.

4.1 Length of Time in Operation

The vast majority of respondents reported that their organizations began operations "More than 36 months ago" (prior to May 1991 when the survey was completed). On average, 85% of respondents from centre-based, private home day care organizations, and resource centres indicated that their organizations were over 3 years old.

Significantly more respondents in the English sample (87%) than in the French sample (64%) said their organizations were over three years old. Significantly fewer respondents from the English language organizations (11%) placed their organizations in the "18 - 36 month" age group. Just over one third (36%) of the organizations in the French sample were reported to be under three years old.

This longevity did not vary significantly by region as 83%-90% of the organizations in the north, west, east, and central regions had been in operation for over 36 months.

The length of time in operation also did not vary by size of community; 85%-87% of centres in small, medium and large communities had been operating for over 36 months.

Table 4-1

LENGTH OF TIME IN OPERATION BY LANGUAGE

	Total Sample	Language	
		English	French
(N)	(741)	(716)	(25)
	(%)	(%)	(%)
Less than 18 Months	3	3	8
Between 18 and 36 Months	11	11	28
More than 36 Months	86	87	64

4.2 Size - Licensed Capacity

Chairpeople were asked the licensed capacity of their organizations. The average licensed capacity for the entire sample of centre-based organizations is presented below.

Table 4-2

LICENSED CAPACITY OF CENTRE-BASED ORGANIZATIONS

	Total Centre-Based Chairpeople
(N)	(231)
Average Number of Spaces	56

The average licensed capacity varies regionally as well as by size of community.

Table 4-3

LICENSED CAPACITY OF CENTRE-BASED ORGANIZATIONS BY REGION AND COMMUNITY SIZE

	Total Centre-Based Chairpeople	Region				Community Size		
		Cent.	East	North	West	Small	Med.	Large
(N)	(231)	(83)	(57)	(31)	(60)	(48)	(87)	(96)
Average Number of Spaces	56	54	69	43	55	54	63	51

4.3 Staff Complement

Across the entire sample, there was an average of 8 full-time staff and 4 part-time staff.

4.3.1 Staff Complement by Type of Organization and Language

The table below sets out the variation in staff complement by organization and language. Of note is the differing average number of full-time and part-time staff for English language organizations (8:4) and for French language organizations (5:2).

Table 4-4

AVERAGE NUMBER OF STAFF BY TYPE OF ORGANIZATION AND LANGUAGE

	Total	Type of Organization			Language	
	Chairpeople	Centre Based	PHDC	Resource Centre	Eng.	Fr.
Average Number of Staff (N)	(295)	(240)	(16)	(39)	(286)	(9)
Full-time Staff	8	8	11	4	8	5
Part-time Staff	4	4	6	5	4	2

4.3.2 Staff Complement by Length of Time and Size of Organization

The average number of full-time staff increases with length of time in operation and organization size. The number of part-time staff did not follow any pattern related to length of time in operation but did increase as organization size increased.

Table 4-5

NUMBER OF STAFF BY LENGTH OF TIME IN OPERATION

	Total Chairpeople	Length of Time in Operation		
		Less Than 18 Months	Between 18 & 36 Months	More Than 36 Months
(N)	(290)	(7)	(31)	(252)
Average Number				
Full-time Staff	8	5	6	8
Part-time Staff	4	7	5	4

Table 4-5(a)

NUMBER OF STAFF BY SIZE OF ORGANIZATION

	Size of Organization		
	Small	Medium	Large
(N) (Chairpeople)	(86)	(78)	(72)
Average Number			
Full-time Staff	2	7	12
Part-time Staff	2	4	6

4.3.3 Staff Complement by Region

The number of full-time staff is lower (average seven) in the Central Region and Northern Region (average six) than in the East (eight) and West (nine). The average number of part-time staff in each region is five in Central and East, four in the North and four in the West.

4.4 Tenure of Chairpeople and Staff

Chairpeople were asked how long they had been on the board. Staff were asked how long they had worked for the organization. The average tenure was three years for chairpeople and six years for staff.

4.4.1 Tenure by Type of Organization

On average, both chairpeople and staff of private home day care organizations had about one year more experience than the chairpeople and staff of centre-based organizations and resource centres.

Table 4-6

TENURE IN YEARS BY TYPE OF ORGANIZATION AND LANGUAGE

		Type of Organization			Language	
	Total Chairpeople	Centre Based	PHDC	Resource Centre	Eng.	Fr.
Average Years (N)	(314)	(252)	(14)	(48)	(303)	(11)
Chairpeople	3	3	4	3	3	3
Staff	6	6	7	5	6	4

Staff of Francophone child care organizations had an average of two years less tenure in their organizations than did staff in English language organizations.

The tenure figures are similar to the length of tenure found in other volunteer service sectors. For example, "Ontario Volunteers in Sport, Fitness and Recreation" (1989) also asked about tenure of volunteers in their organizations. The respondents, who were service as well as policy/board volunteers, also reported an average of three to five years tenure.

4.4.2 Tenure by Size of Organization and Community Size

The average length of time that staff worked for child care organizations was greater in larger organizations and larger communities. For chairpeople, tenure was longer in larger organizations but remained the same regardless of community size.

Table 4-7

LENGTH OF TENURE IN YEARS BY SIZE OF COMMUNITY

	Total Chairpeople	Size of Community Small	Med.	Large
(N)	(314)	(58)	(122)	(134)
Chairpeople	3	3	3	3
Staff Person	6	5	6	6

LENGTH OF TENURE IN YEARS BY SIZE OF ORGANIZATION

	Size of Organization Small	Medium	Large
(N) (Chairpeople)	(96)	(77)	(72)
Chairpeople	2	3	4
Staff Person	5	6	7

4.4.3 Tenure by Region

The average tenure in the regions reflects the averages for the total sample.

4.5 Who Was Involved in Starting the Organization

Respondents were asked whether the organization was started by a group of people in the community, an established organization, a small group of friends/relatives as investors, or some other way. This section reports the people and sponsoring organizations involved in starting the child care organizations in this study.

4.5.1 Sponsorship by Type of Organization

The vast majority (79%) of organizations were begun by a group of people in the community. Among this group, 85% were parents of children using the facility.

Table 4-8

WHO WAS INVOLVED IN STARTING THE ORGANIZATION
WAYS IN WHICH THE ORGANIZATION BEGAN

	Total	Type of Organization			Language	
	Chairpeople	Centre Based	PHDC	Resource Centre	Eng.	Fr.
(N)	(328)	(261)	(17)	(50)	(317)	(11)
	(%)	(%)	(%)	(%)	(%)	(%)
The Organization was Begun by:						
A Group of People in the Community	79	79	65	84	79	73
(Parents of Children Using the Facility)	(85)	(86)	(64)	(88)	(85) (88)	

There were no significant differences in the way organizations began between regions or between different size communities.

With respect to size of organization, more small centres (84%) were begun by a group of people in the community than large centres (77%).

4.5.2 Sponsorship of the Organization by an Established Agency

Overall, less than one third (30%) of the organizations were sponsored by an established agency. Results by type of organization and language reflect the overall figures.

Significantly more organizations in the Central Region (38%) than in the East (24%) and more organizations in the North (26%) than in the West (26%) were reported to have been "sponsored by an established agency".

The following table shows some small differences in sponsorship when the results are analyzed according to organization size and size of community. There was significantly more association memberships reported by respondents from larger communities than by respondents from small communities.

Table 4-9

SPONSORSHIP BY AN ESTABLISHED AGENCY BY SIZE OF COMMUNITY

	Total Chairpeople	Size of Community Small	Medium	Large
(N)	(327)	(59)	(127)	(141)
	(%)	(%)	(%)	(%)
Organization was Sponsored by an Established Agency	30	22	26	37

SPONSORSHIP BY AN ESTABLISHED AGENCY BY SIZE OF ORGANIZATION

	Size of Organization Small	Medium	Large
(N) (Chairpeople)	(98)	(82)	(75)
	(%)	(%)	(%)
Organization was Sponsored by an Established Agency	25	29	33

4.5.3 Specific Sponsoring Agencies

The agencies mentioned most frequently by the 77 centre-based organizations that were sponsored by an agency were churches (26%), boards of education (24%) and other religious organizations (12%).

For the four private home day care organizations that were sponsored by an existing agency, the most frequently mentioned sponsors were service organizations such as Kiwanis, Rotary, Optimists (33%) and sports and recreation organizations such as the YM-YWCA (33%).

For the seventeen resource centres sponsored by an established agency, the most frequently mentioned sponsoring agencies were service organizations such as Kiwanis, Rotary and Optimists (29%), municipal government (29%) and churches (18%). (See Table 15 on the next page.)

Table 4-10

SPONSORING AGENCY BY TYPE OF ORGANIZATION

	Total Chairpeople	Type of Organization		
		Centre Based	PHDC	Resource Centre
(N)	(98)[17]	(77)	(4)	(17)
	(%)	(%)	(%)	(%)
Sponsored by an Existing Agency	**30**	**30**	**24**	**34**
Church Protestant, Catholic, etc.	24	26	0	18
Boards of Education	20	24	0	6
Religious Other	9	11	0	6
Municipal Government	9	5	0	29
Service Orgns. (Kiwanis, Rotary, etc.)	9	4	33	29
Sports/ Recreation (YM-YWCA, Athletic Assoc., etc.)	6	7	33	0
Employer Workplace	5	7	0	0

[17] Only 30% of the sample of chairpeople reported sponsorship by an established agency: Therefore N = 98.

4.6 Membership in a Child Care Association

Slightly more than half (54%) of the sample belong to a child care association.

4.6.1 Membership in Associations by Size of Organization

The percentage of organizations that belong to child care associations increased significantly with size of organization and size of community.

Table 4-11

ORGANIZATIONS THAT BELONG TO CHILD CARE ASSOCIATIONS BY SIZE OF COMMUNITY

	Total Chairpeople	Size of Community Small	Med.	Large
(N)	(328)	(59)	(128)	(141)
	(%)	(%)	(%)	(%)
Belong to a Child Care Association	54	34	48	67

ORGANIZATIONS THAT BELONG TO CHILD CARE ASSOCIATIONS BY SIZE OF ORGANIZATION

	Size of Organization Small	Medium	Large
(N) (Chairpeople)	(99)	(82)	(75)
	(%)	(%)	(%)
Belong to a Child Care Association	39	60	69

4.6.2 Membership in Associations by Region

The percentage of organizations that belonged to child care associations was significantly greater in the Central region (68%) than in the East (54%), North (29%) or West (44%). There was significantly more association membership in the East (54%) than in the North (29%).

5. CHARACTERISTICS OF BOARDS

This section provides information on board size, board composition including designated board positions, parental involvement and influence, tenure practices, election procedures, supports for board performances, meeting frequency and attendance, and committee work.

Highlights

- The average number of positions for directors was nine on centre-based boards, and ten on private home day care centre boards and resource centre boards.

- In two-thirds of the boards, the term of office for board members was unlimited. In practice, however, the average tenure was 3-4 years.

- In at least one-third of the organizations, people were elected to the board at an annual meeting. A nomination process was used in 29% of the organizations.

- Parents occupied the majority of the director positions on boards.

- Two-thirds (67%) of the board membership was comprised of parents whose children had used or were using the facilities.

- Most boards (88%) said they had regular ways for parents to participate in the development and on-going work of the organization.

- Over half of the organizations (59%) did not have positions on the board which were specially designated, 41% of the organizations did. The most frequently mentioned organizations for which board positions were designated were schools, parents, church, community, regional government and workplace.

- There was no clear pattern regarding staff having membership on the board. The sample was fairly evenly split.

- Staff are allowed to vote in approximately one-quarter (27%) of the organizations. The proportion of organizations where staff have a voice and a vote was highest in private home day care boards (53%) and lowest in French language organizations (9%).

- Approximately three-quarters of the organizations (73%) had written descriptions of the roles and responsibilities of board members.

- Almost half of the organizations (48%) had written descriptions of the relationship between board and staff.

- Telephone calls (36%) were the most frequently mentioned way that board members found out about the time and location of board meetings.

- Minutes of board meetings were kept by 99% of the organizations.

Highlights - Board Meetings

- On average, boards met fourteen times between September 1989 and May 1991 which is slightly less than once a month allowing for summer and holiday months when boards often do not meet.

- Attendance at board meetings was high. One to two board members was given as the number that missed any one particular board meeting.

- Three-quarters of the respondents (76%) reported that parents can attend and participate in board meetings. In over half of the organizations (53%) parents find out about board meetings via a newsletter or bulletin board. In a further third of the organizations (34%), parents must ask for the information.

- In most organizations (87%) staff attend "Every board meeting" or "Most board meetings".

- "Finances" and "Fund Raising" comprised one-third of the responses regarding topics that took the most time at board meetings. "Developing Policy" (11%), "New Projects" (10%), and "Staff Relations" (10%) made up approximately another third of the responses. The rest of the responses were divided among seven categories ranging from "Parents Needs and Concerns" (7%) to "Behaviour Management" (2%).

- "Developing Policy" (14%), "Community Relations" (14%), "New Projects" (12%), "Parents Needs and Concerns" (11%) account for approximately half of the responses regarding topics that need more attention at board meetings. "Finances" (10%) and "Fund Raising" (10%) were fifth and sixth on the list when the responses were arranged in decreasing order of frequency.

Highlights - Committees

- A large proportion of child care boards did not have the committees to which many board functions are traditionally delegated.

- Half of the sample had an Executive Committee.

- Over one-third (38%) of the sample had a Finance Committee. Almost half (49%) of the sample did not.

- Approximately the same proportion of the sample (43%) had a Personnel Committee as did not (45%).

- Just over half of the sample (56%) had a Fund Raising Committee. One third did not.

- Approximately one-quarter (24%) had a Public Relations Committee. Most (60%) did not.

- Approximately one third of the sample (30%) had a Nominating Committee. Over half (55%) did not.

- Few (8%) had a Volunteer Orientation Committee.

- The two most frequently mentioned committees that were added by respondents were a Social Committee (18%), and a Program Committee (16%).

5.1 Board Size

The average number of director positions was nine for centre-based organizations and Francophone organizations and ten for private home day care organizations and resource centres.

5.2 Tenure Practices

Chairpeople were asked how long a person can stay on the board of directors. In 67% of the organizations, board members can stay on their boards for an unlimited time.

Most of the literature on non-profit boards of directors advises against unlimited tenure, associating it with board fatigue, lack of innovation and loss of contact with constituents and difficulty attracting new members.

While the by-laws that permit unlimited tenure may be of concern, the reality of board membership appears to be different. The average length of time that board members in the sample had been on the board was three to four years, a length of time recommended by many experts on non-profit boards.

5.3 Election Procedure for Board Membership

The survey posed an open question regarding access to the board member positions. "If someone wanted to sit on the board of directors, what is the election procedure?" The responses were somewhat confusing, as illustrated below.

Table 5-1

ELECTION PROCEDURE FOR BOARD MEMBERSHIP

(N)	Total Responses (362)[18] (%)	English (348) (%)	French (14) (%)
Annual Meeting	33	32	64
Nominating Committee	24	24	29
Nominated by the Board	5	6	0
Elected by the Board	9	9	0
Secret Ballot	8	9	7
Must Volunteer	5	5	0
Must Apply and Be Selected Through a Competition	12	13	0

[18] This was a multiple response question. The percentages reported are the percentages of all the responses to the question, not the percentages of cases.

5.4 Board Composition

This section outlines parent participation as board members and other ways that parents were involved in the organization. It also sets out the number and types of specially designated board positions.

5.4.1 Parent Participation on Boards

In the total sample, parents occupied the majority of director positions on boards. At the time of the study, 67% of input to the board came from parents whose children had used or were currently using the facilities.

Looking at current board members across the different types of organizations, approximately 56% were parents of children who were currently using the facilities and 11% were parents whose children used the facility in the past. Approximately 33% of the board members never had children who used the facility. This pattern is similar across organization size and region.

Table 5-2

PARENT INVOLVEMENT ON BOARDS BY TYPE OF ORGANIZATION

		Type of Organization			Language	
	Total Chairpeople	Centre Based	PHDC	Resource Centre	Eng.	Fr.
(N)[19]	(308)	(246)	(15)	(47)	(297)	(11)
	(%)	(%)	(%)	(%)	(%)	(%)
Parents of Children Currently Using the Facility	55%	57%	43%	40%	55%	55%
(N)	(286)	(214)	(12)	(42)	(258)	(10)
Parents of Children Who Used the Facility in the Past	11%	14%	14%	20%	11%	11%
(N)	(275)	(220)	(12)	(43)	(265)	(10)
Not a Parent of a Child Who Has Ever Used the Facility	33%	29%	43%	40%	33%	33%

Board membership was one way that parents could influence the programs and services of the organizations. It was not the only way. Asked "Are there regular ways for parents to participate in the development and on-going work of your organization?", 88% of the sample said "yes".

[19] The number of respondents changed for this question, depending on whether or not they had children who were using or had used the facility.

The following ways were mentioned:

WAYS FOR PARENTS TO PARTICIPATE

30% Meetings
17% Suggestion Box
16% Open House
15% Questionnaires (PHDC 38%, French language organization 35%)
8% Informal Inquiries
6% Committees

More French language organizations (36%) use questionnaires than English language organizations (14%).

It is also important to recall the role of parents in starting many of the organizations. As noted in Section 4.5.1, most (79%) organizations were started by a group of people in the community. In 85% of those cases, the group included parents of children who would use the facility.

The right to give input on financial decisions and the responsibility to approve financial statements both speak to formal power in an organization. Asked to indicate who approves annual financial statements, the vast majority (84%) chose categories that included parents. That is 56% indicated that the board approves financial statements and a further 28% indicated the category "Parents of children using the program or service". Few respondents (8%) chose such categories as staff (4%), auditor (2%), ministry (1%) and Executive Director (1%).

5.4.2 Designated Board Positions

Over half of the organizations (59%) did not have specially designated board positions for specific community representatives.

Table 5-4

EXISTENCE OF SPECIALLY DESIGNATED BOARD POSITIONS BY TYPE OF ORGANIZATION AND LANGUAGE

	Total	Type of Organization			Language	
	Chairpeople	Centre Based	PHDC	Resource Centre	Eng.	Fr.
(N)	(307)	(244)	(17)	(46)	(297)	(10)
Has Designated Board Positions	41	41	35	48	41	40
Does Not Have Designated Positions	59	59	65	52	59	60

5.4.3 Designated Board Positions by Size of Organization and Size of Community

With respect to size of organization, significantly fewer organizations of "small" size have designated board positions.

Similarly, with respect to community size, the number of organizations with designated board positions increases significantly as the size of the community increases.

Table 5-4

EXISTENCE OF SPECIALLY DESIGNATED BOARD POSITIONS BY SIZE OF COMMUNITY

	Total Chairpeople	Size of Community Small	Med.	Large
(N)	(307)	(56)	(117)	(134)
	(%)	(%)	(%)	(%)
Has Designated Board Positions	41	29	30	57
Does Not Have Designated Positions	59	71	70	43

EXISTENCE OF SPECIALLY DESIGNATED BOARD POSITIONS BY SIZE OF ORGANIZATION

	Size of Organization Small	Medium	Large
(N) (Chairpeople)	(92)	(78)	(70)
	(%)	(%)	(%)
Has Designated Board Positions	27	54	43
Does not Have Designated Positions	73	46	57

In most regions, approximately one third of the organizations have specially designated board positions. In the Central region, the proportion was significantly higher with over one half having designated positions.

5.4.4 Types of Designated Positions on the Board

The survey asked which groups had board positions reserved for them. The most frequently mentioned were positions held for representatives of schools, parents, churches, the community, regional government and the workplace.

Table 5-5

TYPE OF SPECIALLY DESIGNATED BOARD POSITIONS
BY TYPE OF ORGANIZATION

	Total Chairpeople	Type of Organization			Language	
		Centre Based	PHDC	Resource Centre	Eng.	Fr.
(N)	(127)	(99)	(6)	(22)	(123)	(4)
	(%)	(%)	(%)	(%)	(%)	(%)
School	32	39	14	14	32	50
Parents	20	23	0	17	20	25
Church	16	15	14	17	16	0
Community	8	4	14	19	8	0
Regional Government	5	2	29	8	5	0

Given that from one third to half of the board members of child care organizations are parents, it is interesting to note that 17%-23% of all organizations that have a designated position, (except private home day care) have a designated board position(s) for a representative of parents.

There was significantly more designation of positions for schools in centre-based organizations (39%) than in resource centres (14%). There were more designated positions for Church representatives in centre-based organizations (15%) than in private home day care organizations (14%). There was a significantly higher percentage of designated positions for regional government representatives in private home day care organizations (29%) than in centre-based organizations (2%).

Comparisons were made to investigate whether there were any relationships between the sponsor of a child care organization and the type of specifically designated position on the board. It was found that, if a child care organization was sponsored by a "Church" or "Board of Education", it was highly likely that there was a specifically designated position for a representative from these organizations. Seventy percent of respondents in organizations sponsored by a "Church" reported that there was a "church representative" on the board. Further, 88% of respondents whose organizations were sponsored by a "Board of Education" reported a "school representative" on their board.

Comparing across regions, significantly more Central region organizations (47%) have school representation than East (25%), North (15%) or West (17%). The Central region (14%) has significantly less parental representation than the North (46%).

Fewer small organizations (23%) have school representatives than mid-size organizations.

5.4.5 Staff Membership on Boards

There was no clear pattern regarding staff having membership on a board. In most types of organizations, the sample is fairly evenly split. In private home day care centres, staff are more often (65%) considered part of the board.

Table 5-6

STAFF MEMBERSHIP ON BOARDS BY TYPE OF ORGANIZATION

	Total	Type of Organization			Language	
	Chairpeople	Centre Based	PHDC	Resource Centre	Eng.	Fr.
(N)	(319)	(256)	(17)	(46)	(308)	(11)
	(%)	(%)	(%)	(%)	(%)	(%)
Considered Part of the Board						
Yes	47	48	65	39	47	46
No	53	52	35	61	53	55

While staff are considered to be "part of the board" by almost half of the organizations, they are allowed to vote in far fewer (28%). The proportion of organizations where staff have a voice and vote was highest in private home day care (56%) and lowest in French language organizations (9%).

Table 5-7

STAFF PARTICIPATION ON THE BOARD BY TYPE OF ORGANIZATION

	Total	Type of Organization			Language	
	Chairpeople	Centre Based	PHDC	Resource Centre	Eng.	Fr.
(N)	(313)	(250)	(16)	(47)	(302)	(11)
	(%)	(%)	(%)	(%)	(%)	(%)
Allowed to Vote	28	29	56	15	29	9
Not Allowed to Vote	72	71	44	85	71	91

5.5 Supports for Board Performance

This section deals with a few of the most common supports for board performance: job descriptions of roles and responsibilities of board members, descriptions of the relationship of board members and staff, notification of meetings and records of decisions taken at meetings. Committees of the board are essential supports for board performance. As such, the findings regarding committees will be presented in section 5.7 following the section on board meetings.

5.5.1 Written Descriptions of Roles and Responsibilities of a Board Member

Research and conventional practice in organizations suggests that role clarity is essential to effective performance and is obtained through written role descriptions, orientation and training.

Most (73%) organizations had written descriptions of the roles and responsibilities of board members.

5.5.2 Written Description of the Relationship Between Board and Staff

Less than half (48%) of the organizations had a written description of the relationship between board and staff.

5.5.3 Notification of Board Meetings

Board members found out the time and location of board meetings through telephone calls (36%), notices posted at centres (17%), memos by mail (15%) and memos sent home with the child (12%). In the north, notification by telephone tended to be higher (48%) and by mail lower (9%) compared to the average across the sample. Two additional methods were added under an open category "other ways" . A few (8%) organizations advised members of the next meeting at the end of the current meeting and a few (7%) organizations scheduled the board meetings on the same day and at the same time each month.

Telephone calls, the most frequent method of notification, were made by different people in different types of organizations. In centre-based, French and English organizations, 55% of the calls were made by board members, 34% by staff and 6% by volunteers. In private home day care, most (68%) of the calls were made by staff. In resource centres, the calls are made by both board members (43%), staff (41%) and other volunteers (9%).

5.5.4 Records (Minutes) of Decisions Taken at Meetings

Records of decisions taken at board meetings (eg. minutes) were kept by 99% of the organizations.

5.6 Board Meetings

This section reports the study findings regarding frequency of board meetings, attendance by board members, accessibility of board meetings to parents, staff attendance at board meetings, the topics that took the most time at the last three board meetings as well as the topics that needed more time.

5.6.1 Frequency of Board Meetings

Respondents were asked approximately how often their board met between September 1989 and May 1991. The average number of board meetings was fourteen which works out slightly less than once a month, assuming no board meetings during December and the summer. Slightly more board meetings were held in large size organizations (average 15 meetings), resource centres (average 16 meetings) and French language organizations (average 22 meetings).

5.6.2 Attendance by Board Members

The following sets out the number of board positions and the average attendance at board meetings. Overall one to two board members missed each meeting.

Table 5-8

BOARD MEMBER ATTENDANCE AT BOARD MEETINGS

	Total Chairpeople	Type of Organization			Language	
		Centre Based	PHDC	Resource Centre	Eng.	Fr.
(N)	(319)	(252)	(17)	(50)	(308)	(11)
Number of Board Members						
Average Attendance	8	8	8	8	8	8
Total Number of Board Members	10	9	10	10	9	9

5.6.3 Accessibility of Board Meetings to Parents

Respondents were asked "Can any parents who want to attend board meetings come to the meeting and participate?". Most (76%) respondents said "yes".

In response to an open-ended question asking how parents find out the time and place of board meetings, the primary responses were newsletter or bulletin board (53%) and parent initiative (34%). An additional 12% of the responses included such replies as "by invitation" (4%), "announced at the end of each meeting" (4%), "announced at the annual meeting" (3%) and "no set procedure" (1%).

Private home day care organizations appeared to use public methods to inform parents of meetings more than other types of organizations.

Table 5-9

HOW PARENTS FIND OUT ABOUT BOARD MEETINGS
BY TYPE OF ORGANIZATION

	Total Chairpeople Responses	Type of Organization: Centre Based	PHDC	Resource Centre	Language: Eng.	Fr.
(N)	(557)[20]	(441)	(29)	(87)	(537)	(20)
	(%)	(%)	(%)	(%)	(%)	(%)
Newsletter or Bulletin Board	53	52	77	46	53	45
Parents Must Ask	34	33	15	42	34	18
By Invitation	4	3	0	7	3	27
Announced at the End of Each Meeting	4	2	8	5	4	0
Announced at Annual Meeting	3	4	0	0	3	2

5.6.4 Staff Participation at Board Meetings

In most types of organizations (75%), staff "attend every board meeting". In some (12%), staff attend "most board meetings". In only a few organizations staff "attend only some board meetings" (7%) or "attend no meetings" (6%).

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[20] This was a multiple response question. The percentages reported are the percentages of all the responses to the questions, not the percentages of cases.

5.6.5 Topics That Took the Most Time at the Last Three Board Meetings

Respondents were asked to select the three topics that took the most time at board meetings. The twelve categories provided were developed from key informant interviews and pilot tests. The topics most frequently chosen were[21]:

20%	Finances
13%	Fund Raising
11%	Developing Policy
10%	New Projects
10%	Staff Relations
7%	Parent Needs and Concerns
7%	Fees
6%	Programming
5%	Equipment and Supplies
4%	Ministry Requirements
4%	Community Relations
2%	Behaviour Management

Finances and Fund Raising comprised one-third of the responses regarding topics that took the most time during board meetings. As will be seen in the next section, the same topics account for one-fifth of the responses regarding topics that need more time. This is not surprising when a third to one half of the organizations surveyed did not have committees to attend to these matters.

Comparing responses across different types of organizations, there are several differences. More respondents from centre-based organizations (8%) selected "Parents' Needs and Concerns" as one of the three topics that took the most time at the last board meetings than did the respondents from resource centres (5%). Choice of the category "Staff Relations" was significantly higher among centre-based organizations (11%) than among resource centres (7%) and higher among French language organizations (18%) than among English language organizations (10%).

5.6.6 Topics That Need More Time at Board Meetings

Respondents were asked to select from the same twelve topics, the three topics that need more attention at board meetings.

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[21] This was a multiple response question. The percentages reported are the percentages of all the responses to the questions, not the percentages of cases.

Table 5-10

TOPICS THAT NEED MORE ATTENTION AT BOARD MEETINGS BY TYPE OF ORGANIZATION

	Total Sample Responses	Type of Organization		
		Centre Based	PHDC	Resource Centre
(N)	(1695)[22] (%)	(1293) (%)	(90) (%)	(312) (%)
Developing Policy	14	13	7	17
Community Relations	14	13	18	15
New Projects	12	11	14	15
Parents' Needs & Concerns	11	12	7	8
Finances	10	10	14	8
Fund Raising	10	9	14	14
Staff Relations	8	8	8	7
Programming	7	7	8	8
Equipment & Supplies	5	5	2	3
Ministry Requirements	4	5	2	2
Fees	3	3	3	1
Child Discipline	3	3	1	1

There were no significant differences between centre-based organizations and private home day care organizations in terms of topics that need more attention at board meetings. Private Home Day Care organizations differ significantly from resource centres in that fewer selected "Policy Development" as a topic that needed more attention and more selected

[22] This was a multiple response question. The percentages reported are the percentages of all the responses to the questions, not the percentages of cases.

"Fund Raising" as a topic that required greater attention.

Centre-based organizations differed from resource centres. Significantly fewer respondents from centre-based organizations than from resource centres selected "New Projects" or "Fund Raising" as topics that needed more attention. Significantly more respondents from centre-based organizations selected "Parents' Needs and Concerns" as a topic requiring more attention. As noted in section 5.7.6, more centre-based organizations than other types of organizations selected this topic as one that took the most time at the last board meetings.

The most frequently chosen topics and their rank order relationship to topics that "took time at board meetings" is presented below.

Table 5-11

TOPICS THAT NEED MORE ATTENTION AT BOARD MEETINGS[23]

PERCENT OF ALL RESPONSES %		RANK Took the Most Time	RANK Needs More Time
14%	Developing Policy	3	1
14%	Community Relations	11	2
12%	New Projects	4	3
11%	Parents' Needs & Concerns	6/7	4
10%	Finance	1	5
10%	Fund Raising	2	6
8%	Staff Relations	5	7
7%	Programming	8	8
5%	Equipment and Supplies	9	9
4%	Ministry Requirements	10	10
3%	Fees	6/7	11
3%	Child Discipline	12	12

More time appears to be needed on the topics that already were at the top of this list of topics that took most of the time: developing policies, and new projects. The only exception appears to be community relations which was near the bottom of the list on topics that took most of the time and at the top of the list on topics that need more time.

[23] This was a multiple response question. The percentages reported are the percentages of all the responses to the questions, not the percentages of cases.

5.7 Committees of the Board

Respondents were asked whether the following committees existed and, if they did, how often they met between the time they received the questionnaire and September 1989. The categories provided for recording the number of times a committee met were: Two or Less Times; Between Three and Six Times, Between Seven and Eleven Times, and Twelve or More Times.

If a committee met once a month (excluding December, July, and August) between September 1989 and May 1991, it would have had approximately 16 meetings. The following rough estimates provide a sense of what the lowest frequency in each category used in the questionnaire would be if the reported meetings had been spaced out over the entire time:

Once a year	-	Two or less times
Every six months	-	Between three and six times
Every quarter	-	Between seven and eleven times
Monthly	-	Twelve or more times

The following table sets out the percentage of organizations in the total sample that reported the existence of various committees.

In general terms, a large proportion of child care boards do not have the committees to which many of the board functions are traditionally delegated. It appears that many boards either work through volunteers without a committee structure or try to do all of the work themselves. The latter is a tall order for a nine or ten person board.

Table 5-12

COMMITTEES OF THE BOARD

Committees	Total Chairpeople (N=328) Yes (%)	No (%)	No Response (%)
Executive	50	38	12
Finance	38	48	14
Personnel	43	45	13
Fund Raising	56	33	11
Public Relations	24	60	17
Nominating	30	55	15
Volunteer Orientation	7	72	20

Over half of the sample do not have the types of committees that would provide leadership and support for recruiting volunteers to the organization: Public Relations, Nominating, and Volunteer Orientation. The absence of these committees usually means that recruiting falls to board members and staff, who have other job functions to perform.

5.7.1 Executive Committee

Half of the total sample had an Executive Committee. In this sub-sample, there was wide variation in the reported number of times the committee met between September 1989 and the receipt of the questionnaire in the late spring of 1991.

Number of Executive Committee Meetings Between September 1989 and May 1991

6%	Two or Less
21%	Between Three and Six
23%	Between Seven and Eleven
28%	Twelve or More
21%	No Response

Comparing English and French language organizations, the English language organizations reflect the percentages above. Among the French language organizations significantly more (50%) met less than seven times, and one third met two times or less.

5.7.2 Finance Committee

Close to half of the organizations (49%) did not have a Finance Committee and many (14%) chose not to respond to this question. Among the ones that did have a Finance Committee (38%), the frequency of meeting was:

Number of Finance Committee Meetings between September 1989 and May 1991

13%	Two or Less
22%	Between Three and Six
18%	Between Seven and Eleven Meetings
20%	Twelve or More
27%	No Response

Significantly more resource centres (39%) selected the "Twelve or More Meetings" category than did centre-based organizations (16%).

5.7.3 Personnel Committee

Roughly half the sample had a Personnel Committee (43%) and half did not (45%). Among the sub-sample that did have this committee, the reported frequency of meeting was:

Number of Personnel Committee Meetings between September 1989 and May 1991

15%	Two or Less
27%	Between Three and Six
19%	Between Seven and Eleven
15%	Twelve or More
22%	No Responses

Significantly more private home day care organizations (27%) and resource centres (26%) than centre-based organizations (12%) had "Twelve or More Meetings" between September 1989 and May 1991.

5.7.4 Fund Raising Committee

Just over half of the organizations (56%) had a Fund Raising Committee. One third did not and the rest did not reply. Among the sub-sample that did have this committee, the frequency of meeting was:

Number of Fund Raising Committee Meetings between September 1989 and May 1991

12%	Two or Less
37%	Three to Six
15%	Between Seven and Eleven
14%	Twelve or More
20%	No Response

Significantly more centre-based organizations (40%) met "Three to Six Times" than private home day care organizations (39%) and resource centres (17%). More resource centres (37%) met "Between Seven and Eleven Times" than did the centre-based organizations (12%) or private home day care organizations (8%).

5.7.5 Public Relations Committee

Approximately one-quarter of the child care organizations (24%) had a Public Relations Committee. Most (60%) did not and several chose not to reply (17%). Among the seventy-seven organizations that did have this committee, the frequency of meetings was:

Number of Public Relations Committee Meetings between September 1989 and May 1991

15%	Two or Less
19%	Between Three and Six
10%	Between Seven and Eleven
8%	Twelve or More
42%	No Response

5.7.6 Nominating Committ

Only a third of the sample (30%) had a Nominating Committee. Over half (55%) did not and several (15%) chose not to answer. Among the ninety-eight organizations that did have this committee, the frequency of meetings was:

Number of Nominating Committee Meetings between September 1989 and May 1991

30%	Two or Less
23%	Between Three and Six
4%	Between Seven and Eleven
2%	Twelve or More
34%	No Response

In many organizations, a Nominating Committee is hurried into place and activated just prior to the annual meeting of the organization. In these cases, there is rarely time to have more than six meetings. The child care sample above appears to reflect this model. In contrast, the literature suggests that it is more effective to have a Nominating Committee that is actively searching for and courting new leadership volunteers all year.

5.7.7 Volunteer Orientation Committee

Few organizations (8%) had a Volunteer Orientation Committee. Significantly more French language organizations (27%) than English language organizations (7%) have this type of committee.

Over three quarters of the twenty-five organizations that did have this committee chose not to respond to the question regarding frequency of meetings. We might assume that, although they have this committee, it met rarely, if ever.

5.7.8 Other Committees

Respondents were asked to write in the names of other committees that operated on behalf of their boards. The following committees were added by centre-based organizations and resource centres:

Committees Added by Respondents

18%	Social Committee
16%	Program Committee
11%	Advertising/Promotion Committee (not mentioned by PHDC)
11%	Policy Committee
11%	Teacher Advisory/Education Committee
10%	Maintenance/Equipment Committee
6%	Workplace Committee
5%	Long Range Planning Committee
3%	Purchasing Committee
3%	Annual Meeting Committee

Individual private home day care organizations added the following Committees: Policy, Maintenance, Long Range Planning, and Annual Meeting.

6. GOVERNANCE TASKS IN CHILD CARE ORGANIZATIONS

A major aspect of this study involved an investigation of the tasks involved in the governance of a non-profit child care organization. As part of the Design Phase of this study, the research team formulated a list of fifty-five tasks. The tasks were developed from key informant interviews as well as from the theory and practice in the non-profit sector.

For each of the fifty-five tasks, both chairpeople and staff were asked to identify the following:

- Whether the task had been done between September 1989 and the date of questionnaire completion;
- Who undertook the task - "board members", "staff/consultants" or "both board members and staff/consultants";
- How difficult the task had been to complete.

This chapter presents the primary findings regarding the fifty-five governance tasks.

These tasks were organized into seven functional groupings representing critical aspects of board concern:

Funding

Effective Management of Personnel

Developing and Maintaining the Board

Effective Management Practices

Community Relations

Financial Accountability

Legal Accountability

In addition to the fifty-five governance tasks, a list of thirteen important tasks related to government requirements was identified. The difficulty in completing these tasks was also assessed.

Highlights - Difficult Tasks

- Overall, the tasks associated with securing resources (human and financial) and planning were the ones reported as difficult by most respondents.
- Of the twelve most difficult tasks, eleven relate to (a) securing financial resources, (b) securing human resources and (c) planning. The twelfth task relates to legal issues.

(a) Securing financial resources
- Carrying out fund raising activities (50%)
- Filling out grant application forms (47%)
- Raising your organization's share of the costs (68%)
- Covering costs while waiting for Ministry grants to arrive (66%)

(b) Securing human resources
- Recruiting new board and committee members (65%)
- Involving parents and members of the community in board and committee work (63%)
- Recruiting volunteers to help with the work of the organization (61%)
- Recruiting and hiring the senior staff person (47%)

(c) Planning
- Assessing changing needs for child care programs & services in the community (57%)
- Planning strategies and activities to ensure the future of the organization (52%)
- Projecting costs and revenues (52%)

(d) Legal
- Developing/updating by-laws (46%)

- When the average percent of respondents having difficulty was calculated across all functional areas, approximately 40% reported that their organizations were having some form of difficulty.

- The two legislative tasks reported to be difficult by the greatest percentage of respondents were tasks related to the financial aspects of starting an organization. These were followed by "difficulty understanding the child care legislation".

- Approximately 27% (15 out of 55 tasks) of the tasks were reported "not being done between September 1989 and May 1991". Smaller boards reported more tasks "not being done" than larger boards.

- The factors associated with boards that did more than 20 of the 55 tasks ("hands-on" board) were:
  - smaller capacity
  - fewer full-time staff
  - larger number of director positions on the board
  - more currently active board members
  - more board members whose children currently use the programs and services
  - fewer board members whose children had never used the programs and services
  - lower understanding (as assessed by the chairpeople) of board member roles
  - belonging to a child care association

6.0 Governance Tasks and Their Functional Groupings

The table below and on the next page present all of the fifty-five tasks in their relevant functional areas.

GOVERNANCE TASKS ORGANIZED BY FUNCTIONAL GROUPINGS

Table 6-1

FUNDING ASPECTS:

- Ensuring funds for payroll & supplies
- Filling out grant application forms
- Planning fund raising activities
- Carrying out fund raising activities

ENSURING EFFECTIVE MANAGEMENT OF PERSONNEL:

- Establishing/reviewing personnel policies
- Monitoring the implementation of personnel policies
- Establishing salaries
- Recruiting & hiring the senior staff person
- Making sure that staff are oriented
- Making sure there is ongoing training of staff
- Making sure that staff are supervised
- Reviewing the performance of the senior staff person
- Managing interpersonal relations between staff and board
- Ensuring that there is effective communication between staff and parents
- Recruiting volunteers to help with the work of the organization

DEVELOPING AND MAINTAINING THE BOARD:

- Recruiting new board & committee members
- Orienting board members to their roles & responsibilities
- Reviewing roles & responsibilities with board & committee members
- Coordinating the activities of the board, committees and staff
- Developing committees
- Conducting effective meetings
- Writing minutes
- Distributing minutes
- Managing interpersonal relations among board members
- Dealing with conflict on policy issues
- Contacting board members about meetings and/or issues
- Ensuring board members are educated about child care
- Providing recognition to board and committee members

GOVERNANCE TASKS ORGANIZED BY FUNCTIONAL GROUPINGS

Table 6-2

ENSURING THAT MANAGEMENT PRACTICES ARE DEVELOPED AND MAINTAINED:

- Developing/reviewing a philosophy statement
- Developing goals & objectives for the operation of the organization
- Developing goals & objectives for the work of the board
- Setting priorities regarding tasks to be done by the board
- Following through on board tasks
- Ensuring problems are solved as they arise
- Developing & maintaining record keeping systems
- Ensuring the organization is run efficiently
- Ensuring program & practices follow the philosophy statement
- Developing policy & procedures (eg. safety, accidents, etc.)
- Evaluating programs
- Evaluating the work & operations of the board
- Ensuring that there are mechanisms for communicating with parents (eg. newsletters, telephone calls, etc.)
- Planning strategies & activities to ensure the future of the organization
- Assessing the changing needs for child care programs & services in your community

COMMUNITY RELATIONS:

- Promoting child care in the community
- Involving parents & members of the community in board & committee work
- Ensuring ongoing communication with government representatives
- Collaborating with other organizations to save money or develop new programs

FINANCIAL ASPECTS:

- Establishing fees
- Keeping accurate financial records
- Developing and monitoring the budget
- Projecting costs and revenues
- Managing the payroll
- Finding financial expertise

LEGAL ASPECTS:

- Developing/updating by-laws
- Finding legal expertise

6.1 The Most Difficult Tasks

Respondents were asked whether they were experiencing difficulty "getting the task done" for each of the fifty-five governance tasks, as well as the thirteen tasks related to government requirements. If a respondent reported the task was "Somewhat" or "Very Difficult", the task was classified as a difficult task. The entire list of tasks organized in descending order of difficulty is presented in Appendix A.

Of the twelve most difficult tasks, eleven relate to (a) securing financial resources, (b) securing human resources, and (c) planning[24]. The twelfth task comes from the legal area.

(a) Securing financial resources
- Carrying out fund raising activities (50%)
- Filling out grant application forms (47%)
- Raising your organization's share of the costs (68%)
- Covering costs while waiting for ministry grants to arrive (66%)

(b) Securing human resources
- Recruiting new board and committee members (65%)
- Involving parents and members of the community in board and committee work (63%)
- Recruiting volunteers to help with the work of the organization (61%)
- Recruiting and hiring the senior staff person (47%)

(c) Planning
- Assessing changing needs for child care programs & services in the community (57%)
- Planning strategies and activities to ensure the future of the organization (52%)
- Projecting costs and revenues (52%)

(d) Legal
- Developing/updating by-laws (46%)

The most difficult tasks facing child care organizations have been grouped, for this report, into the categories above - funding, recruitment and retention of human resources followed by planning. However, the tasks did not appear in these groupings in the survey questionnaire. These tasks were interspersed with other tasks in the different functional areas. The chart on the next page sets out the difficult tasks in their functional areas.

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[24] On the listing of the twelve tasks, ten were derived from the list of fifty-five governance tasks and two from the list of thirteen tasks related to government requirements. For the latter, see Section 6.12.

Table 6-3

MOST DIFFICULT TASKS	FUNCTIONAL AREA
Recruiting new board and committee members	DEVELOPING & MAINTAINING THE BOARD
Involving parents and members of the community in board and committee work	COMMUNITY RELATIONS
Recruiting volunteers to help with the work of the organization.	PERSONNEL
Recruiting and hiring senior staff persons	
Assessing changing needs for child care programs and services in the community	ENSURING MANAGEMENT PRACTICES ARE DEVELOPED AND MAINTAINED
Planning strategies and activities to ensure the future of the organization	
Projecting costs and revenues	FINANCIAL
Carrying out fund raising activities	FUNDING
Filling out grant application forms	
Raising your organizations share of the cost	
Covering costs while waiting for Ministry grants to arrive	
Developing/up-dating by-laws	LEGAL

6.2 Who Does the Tasks

For each of the fifty five tasks, respondents were asked to indicate "who does most of the work involved in the task?". Three options were provided:

- "Board members did most of the work involved in this task"
- "Staff (and/or Consultants) did most of the work involved in this task."
- "Both Board members and Staff (and/or Consultants) shared the work involved in this task"

When the responses to this question for each task were analyzed, several patterns emerged.

For some tasks, there appeared to be one pattern across all organizations. That is:

1. In most organizations, the task was done primarily by the board;
2. In most organizations, the task was done primarily by staff and/or consultants.
3. In most organizations, the task was shared by both board and staff (and/or consultants);

For other tasks, there was not a single predominant way of getting things done that applied to all organizations. The results showed two ways of getting things done (e.g., almost equal percentages allocated to the board as to staff)

4. In some organizations, the task was done primarily by the board; in a relatively equal percent of organizations, primarily by staff.
5. In some organizations, the task was done primarily by the board; in a relatively equal percent of organizations, the task was shared by the board and staff (and/or consultants).
6. In some organizations, the task was done primarily by the staff (and/or consultants); in a relatively equal percent of organizations, the task was shared by the board and staff (and/or consultants).

For some tasks, there was no pattern across organizations. Three ways of getting the task done were apparent.

7. In some organizations, the task was done primarily by the board; in an equal percent of organizations, it was done primarily by staff; in a relatively equal percent of organizations it was shared.

Within each functional area that follows, the findings regarding who does each task will be presented according to the patterns described above. For clarity of presentation, the patterns will be referred to as:

1. BOARD - In most organizations, the task was done primarily by the board;

2. STAFF - In most organizations, the task was done primarily by staff and/or consultants.

3. SHARED - In most organizations, the task was shared by both board and staff (and/or consultants);

4. BOARD AND STAFF - In some organizations, the task was done primarily by the board; in a relatively equal percent of organizations, primarily by staff.

5. BOARD AND SHARED - In some organizations, the task was done primarily by the board; in a relatively equal percent of organizations, the task was shared by the board and staff (and/or consultants).

6. STAFF AND SHARED - In some organizations, the task was done primarily by the staff (and/or consultants); in a relatively equal percent of organizations, the task was shared by the board and staff (and/or consultants).

7. BOARD, STAFF AND SHARED - In some organizations, the task was done primarily by the board; in an equal percent of organizations, it was done primarily by staff; in a relatively equal percent of organizations it was shared.

At the same time as this study was undertaken, a similar study was being conducted with non-profit homes for the aged. The questions regarding governance tasks were identical in both studies, although a small number of tasks were modified so that they were relevant to the specific organization studied.

Overall, more tasks were undertaken by the administrator in the homes for the aged than by the senior staff person in child care organizations.

6.3 Tasks in the Funding Area

There were four tasks in the category called "Funding". All four had 43% or more of respondents reporting them to be difficult. The range reporting difficulty was from 43% to 50%.

The difficulty child care boards experience in securing funding was one of the major findings of the study. As will be noted in Section 6.12, Legislated Tasks, over 65% of the respondents reported difficulty "Raising their organization's share of the costs" and "Covering costs while waiting for the Ministry grants to arrive."

The most to least difficult tasks are shown in the chart below.

Table 6-4

FUNDING TASKS
PERCENTAGE OF RESPONDENTS WHO REPORT DIFFICULTY

Percentage Reporting Difficulty (%)	Tasks
50	Carrying out fund raising activities
47	Filling out grant application forms
46	Planning fund raising activities
43	Ensuring funds for payroll & supplies

Looking at the percentage of organizations that did not undertake tasks between September 1989 and the date of the survey, it was noted that 15% of the sample had not been involved in "carrying out fund raising activities".

When the participants in the Focus groups were asked to discuss what made the tasks associated with "carrying out fund raising activities" difficult, the responses included:

- Low returns for the effort involved
- Lack of volunteers to plan and do fund raising
- Over-solicited communities where people feel they are "constantly asked to reach into their pockets"
- Competition with other worthwhile charitable organizations
- Low public acceptance of child care organizations as necessary services
  "The community doesn't see child care as a place they want to put volunteer dollars. There are traditional family based values still. People think that if you have kids, you should bear the responsibility."

6.3.1 Who Does the Funding Tasks

The table below displays the principal parties doing most of the work involved in the funding tasks.

Depending on the organization, either the board or the staff/consultants do most of the work related to "Filling out grant application forms". "Planning" and "Carrying out fund raising activities" are tasks generally shared by BOTH the board and staff/consultants working collaboratively. "Ensuring funds for payroll and supplies" is done by the board, the staff and shared.

WHO DOES THE TASKS RELATED TO FUNDING

Table 6-5

Predominant Pattern Re: Who Does The Task	The Task	Who Board (%)	Staff (%)	Both (%)
Board and Staff	Filling out grant application forms	**41**	**39**	20
Shared	Planning fund raising activities	34	21	**45**
	Carrying out fund raising activities	28	22	**50**
Board, Staff and Shared	Ensuring funds for payroll & supplies	**40**	**30**	**31**

6.4 Tasks in the Personnel Area

Within the Personnel area, four of the eleven tasks were reported as difficult by over 40% of respondents:

- Recruiting volunteers to help with the work of the organization
- Recruiting & hiring the senior staff person
- Establishing salaries
- Establishing/reviewing personnel policies

Further, fully 61% of respondents reported that "recruiting volunteers to help with the work of the organization" was a difficult task, making this task the third most frequently selected as difficult among ALL tasks. A further 15% of the respondents had not undertaken this activity between September 1989 and the completion date of the survey in 1991.

Table 6-6

PERSONNEL TASKS
PERCENTAGE OF RESPONDENTS WHO REPORT DIFFICULTY

Percentage Reporting Difficulty (%)	Tasks
61	Recruiting volunteers to help with the work of the organization
47	Recruiting & hiring the senior staff person
45	Establishing salaries
41	Establishing/reviewing personnel policies
31	Monitoring the implementation of personnel policies
31	Reviewing the performance of the senior staff person
29	Making sure there is ongoing training of staff
27	Managing interpersonal relations between staff and board
21	Ensuring that there is effective communication between staff, parents and board members
21	Making sure that staff are supervised
19	Making sure that staff are oriented

Focus group participants discussed the difficulties involved in recruiting people, including both new board and committee members as well as volunteers, to help with the work of the organization. They identified the following:

- Parents, who are the most likely source of people interested in volunteering, do not have time. In fact , most parents who have their children in day care do so because they are otherwise occupied, usually with full-time work. Most parents who have their children in day care work full days, go home to evening child care and house maintenance activities. They lack time and are tired.

- Volunteer work in a child care organization takes a lot of time. People today have less free time than ever before.

- Every community agency and charity is out recruiting for volunteers.

- Child care organizations are not seen to be as popular to work for as other organizations which are more explicitly and directly linked to essential services or health.

In several cases, participants linked the difficulty recruiting volunteers to the type of task volunteers were being asked to do. Survival related fund raising was not seen as an activity that would attract volunteers. In addition, examples of frustrating tasks and disappointing results were mentioned as factors that discourage volunteers. Most examples involved tasks undertaken as part of opening or expanding a program that later turned out to be unnecessary, or too late for Ministry funding.

A discriminant function analysis of the central factors, within the questionnaire, associated with task difficulty was done. The factors that tended to be associated with difficulty "Recruiting volunteers to help with the work of the organization" were:

- Fewer director positions on the board;
- Fewer board members whose children currently use the programs and services;
- Fewer board members whose children used the programs and services in the past;
- Fewer part-time staff;
- Location in a smaller community
- Lack of Committees (Nominating, Personnel, Executive, Volunteer Orientation, Public Relations Committees)

While almost a third (32%) of the respondents had not undertaken the task of "Recruiting and hiring the senior staff person", among the remaining two-thirds of the sample, 47% rated the task as difficult. Comments in the Focus Groups on the difficulties included:

- Lack of qualified candidates. New graduates do not have enough experience and do not have any training in management;
- Many experienced staff leave the profession because the salaries are not high enough;
- Some boards do not know the qualifications they should look for;
- Some boards do not have the interviewing skills needed in the selection process;

On the latter two points, the Ministry has information that would be helpful to boards seeking staff. That the information exists was known only in one focus group and, in that group, only one person knew about it.

One of the tasks of a board is to evaluate the performance of senior staff. The study found that 21% of the respondents had not undertaken this task between September 1989 and Spring 1991.

6.4.1 Who Does the Personnel Tasks

With respect to the principal parties doing most of the work involved in personnel tasks, we found the board to be primarily involved in recruiting senior staff and reviewing their performance.

Staff are principally involved with ensuring staff are oriented, supervised and trained. Staff are also primarily involved with ensuring effective communication between staff, parents and board members.

Both board and staff share the tasks related to establishing, monitoring and reviewing personnel policies, as well as recruiting volunteers to help with the work of the organization, and managing interpersonal relations between the staff and the board.

In approximately half of the organizations, establishing salaries is a task done primarily by the board, while in the other half of the organizations, the work involved in establishing salaries is shared.

98

WHO DOES THE PERSONNEL TASKS

Table 6-7

Predominant Pattern Re: Who Does The Task	The Task	Who Board (%)	Staff (%)	Both (%)
Board	Recruiting & hiring the senior staff person	63	11	26
	Reviewing the performance of the senior staff person	67	12	21
Staff	Making sure there is ongoing training of staff	12	53	36
	Ensuring that there is effective communication between staff, parents and board members	6	56	39
	Making sure that staff are supervised	16	56	28
	Making sure that staff are oriented	15	60	26
Shared	Recruiting volunteers to help with the work of the organization	17	30	53
	Establishing/reviewing personnel policies	30	13	57
	Monitoring the implementation of personnel policies	24	29	47
	Managing interpersonal relations between staff and board	16	11	73
Board and Shared	Establishing salaries	50	9	42

6.5 Tasks in the Developing and Maintaining the Board Area

This area contains 13 tasks, making it the second largest governance area. As the chart below illustrates, 40% or more of respondents had difficulty with the following three of the thirteen tasks:

- Dealing with conflict on policy issues
- Developing committees
- Orienting board members to their roles & responsibilities

It is important to note that 15% of the respondents indicated that "Developing committees" had not been undertaken between September 1989 and the Spring of 1991.

Table 6-8

DEVELOPING AND MAINTAINING THE BOARD TASKS
PERCENTAGE OF RESPONDENTS WHO REPORT DIFFICULTY

Percentage Reporting Difficulty (%)	Tasks
65	Recruiting new board and committee members
44	Dealing with conflict on policy issues
40	Developing committees
38	Orienting board members to their roles & responsibilities
36	Coordinating the activities of the board, committees, and staff
34	Ensuring board members are educated about child care
33	Reviewing roles & responsibilities with board & committee members
30	Managing interpersonal relations
26	Conducting effective meetings
21	Providing recognition to board and committee members
18	Contacting board members about meetings and/or issues
14	Writing minutes
12	Distributing minutes

The most difficult task in this area ("Recruiting New Board/Committee Members") is the most difficult among ALL governance tasks studied.

Section 6.4 sets out the themes that emerged from Focus groups that discussed difficulty recruiting volunteers. These themes apply to this area as well. Further, the long-term commitment required in board and committee work was seen as something volunteers wanted to avoid. It appeared to be easier to recruit volunteers for "one-shot", short-term tasks. In addition, board membership was seen as an isolated lonely type of role in that members of one board do not know members of other boards and cannot access peer support the way staff can. These comments reflect over-all trends in volunteering.

The discriminant function analysis of the central factors most strongly associated with reported difficulty "Recruiting New Board and Committee Members" were:

- Fewer staff (full-time and part-time)
- Organizations where the board had a lower understanding of their roles and responsibilities.
- Fewer board members whose children had never used the programs and services.
- Lack of a Nominating Committee and Volunteer Orientation Committee.
- Younger organizations.

The public image of day care emerged as a theme that crossed several questions. Lack of understanding about what day care is ("not just a baby sitting service"), what it costs and why, was seen to be a root source of problems in raising funds, recruiting volunteers and attracting staff to the profession.

6.5.1 Who Does Tasks Related to Developing and Maintaining the Board

The board was primarily involved with tasks related to board structure (e.g. developing committees) and meetings.

Both board and staff were found to share tasks related to coordinating the activities of the board, committees and staff, as well as activities to educate board members about child care.

In approximately half of the organizations, most of the work involved with managing interpersonal relations among board members was done principally by the board, while in the other half, most of the work involved in this task was done primarily by staff.

Most of the work involved with tasks related to recruitment, orientation and recognition of board members was done either by the board primarily or shared between the board and staff. This pattern also applied to "Dealing with conflict on policy issues".

WHO DOES THE TASKS RELATED TO DEVELOPING AND MAINTAINING THE BOARD

Table 6-9

Predominant Pattern Re: Who Does The Task	The Task	Who Board (%)	Staff (%)	Both (%)
Board	Developing committees	53	8	39
	Reviewing roles & responsibilities with board & committee members	51	10	40
	Conducting effective meetings	57	6	37
	Contacting board members about meetings and/or issues	47	22	31
	Writing minutes	72	14	15
	Distributing minutes	56	27	18
Shared	Coordinating the activities of the board, committees, and staff	34	13	53
	Ensuring board members are educated about child care	22	33	45
Board and Staff	Managing interpersonal relations among board members	58	53	7
Board and Shared	Recruiting new board and committee members	41	10	49
	Dealing with conflict on policy issues	45	6	50
	Orienting board members to their roles & responsibilities	48	11	40
	Providing recognition to board and committee members	38	16	46

6.6 Tasks in the Area of Ensuring that Management Practices are Developed and Maintained

This area of governance contains 15 tasks (see next page). The percentage of respondents reporting difficulty is approximately 40% or more for the first six tasks in this area. These included:

- Assessing the changing needs for child care programs & services in your community
- Planning strategies & activities to ensure the future of the organization
- Developing goals & objectives for the work of the board
- Evaluating the work & operations of the board
- Developing goals & objectives for the operation of the organization
- Following through on board tasks

Approximately 16% of the respondents had not undertaken the task "assessing the changing needs for child care programs and services" in the period from September 1989 to the the completion of the study questionnaire in the Spring of 1991.

When Focus Group participants were asked to comment on what was difficult about the tasks associated with "assessing the changing needs for child care programs and services in your community", the responses focused on:

- The perception that communities are "surveyed to death".
- The perception that survey results do not matter in the end. The needs that appear when the assessment is done have changed by the time the response (program, service) is implemented.
- Funds and skills for conducting assessments are lacking.
- When needs are identified, expectations are raised and its hard to respond.

Participants talked about the need for an integrated approach to child care that would involve jointly sponsored needs assessments, the sharing of information among agencies concerned with children and finally a coordinated approach to delivery of services. In a few areas of the province, some community-wide informal networks (such as the Muskoka Community Services Planning Group) appear to be developing and moving toward a collaborative approach to planning. The limitations on such activity are time, finances and recognition.

Comments on the difficulties associated with the task "Planning Strategies and Activities to Ensure the Future of Your Organization" focused on the difficulty of assessing future needs, and of predicting and influencing subsidy levels. It appeared that most organizations were working intensively to meet current needs. A few organizations mentioned that their boards do set goals for the year and look to the longer term.

Table 6-10

ENSURING MANAGEMENT PRACTICES ARE DEVELOPED AND MAINTAINED
PERCENTAGE OF RESPONDENTS WHO REPORT DIFFICULTY

Percentage Reporting Difficulty (%)	Tasks
57	Assessing the changing needs for child care programs & services in your community
52	Planning strategies & activities to ensure the future of the organization
41	Developing goals & objectives for the work of the board
40	Evaluating the work & operations of the board
39	Developing goals & objectives for the operation of the organization
39	Following through on board tasks
38	Ensuring problems are solved as they arise
37	Setting priorities regarding tasks to be done by the board
35	Ensuring the organization is run efficiently
32	Evaluating programs
30	Developing/reviewing a philosophy statement
29	Developing & maintaining record keeping systems
24	Developing policy & procedures (eg. safety, accidents, etc.)
19	Ensuring that there are mechanisms for communicating with parents
19	Ensuring program & practices follow the philosophy statement

A substantial proportion of the respondents did <u>not</u> undertake the following tasks between September 1989 and the time of completing the questionnaire (Spring 1991):

38% Evaluating the work and operations of the board
26% Developing/reviewing the philosophy statement
23% Developing goals and objectives for the work of the board
23% Developing goals and objectives for the work of the organization

6.6.1 Who Does the Tasks Related to Ensuring Management Practices are Developed and Maintained

Within this area, the board does most of the work involved in setting its own priorities and in "following through" to insure the tasks are done.

In general, tasks related to planning and organizational operation tended to be shared by board and staff. These included:

Planning Tasks

- Assessing the changing needs for child care programs & services in your community
- Planning strategies & activities to ensure the future of the organization
- Developing/reviewing the philosophy statement
- Developing goals & objectives for the operation of the organization

Organizational Operation

- Ensuring problems are solved as they arise
- Ensuring the organization is run efficiently
- Developing policy & procedures (eg. safety, accidents, etc.)
- Ensuring program & practices follow the philosophy statement

Respondents were split with respect to who did most of the work involved in the tasks related to "Evaluating programs", "Developing and maintaining record keeping systems" and "Ensuring that there are effective mechanisms for communicating with parents". In some organizations, these tasks were done by staff, and in other organization the tasks are shared.

Finally, most of the work involved in the tasks related to "Developing goals and objectives for the work of the board" and "Evaluating the operation of the board" was done by the board or shared by board and staff.

WHO DOES THE TASKS RELATED TO ENSURING MANAGEMENT PRACTICES ARE DEVELOPED AND MAINTAINED

Table 6-11

Predominant Pattern Re: Who Does The Task	Task	Who Board (%)	Staff (%)	Both (%)
Board	Following through on board tasks	54	8	39
	Setting priorities regarding tasks to be done by the board	55	7	39
Shared	Assessing the changing needs for child care programs & services in your community	10	27	63
	Planning strategies & activities to ensure the future of the organization	19	10	71
	Developing goals & objectives for the operation of the organization	23	19	59
	Ensuring problems are solved as they arise	25	14	61
	Ensuring the organization is run efficiently	16	21	63
	Developing/reviewing a philosophy statement	21	21	58
	Developing policy & procedures (eg. safety, accidents, etc.)	8	39	54
	Ensuring program & practices follow the philosophy statement	9	39	52
Staff and Shared	Evaluating programs	9	43	48
	Developing & maintaining record keeping systems	23	35	42
	Ensuring that there are mechanisms for communicating with parents	13	48	39
Board and Shared	Developing goals & objectives for the work of the board	51	6	43
	Evaluating the work & operations of the board	41	10	50

6.7 Tasks in the Community Relations Area

Fully 63% of respondents reported difficulty "involving parents and members of the community in board and committee work". This was the second highest task in terms of percentage of respondents indicating difficulty.

Close to half the respondents (43%) reported difficulty "collaborating with other organizations to save money or develop programs" and 37% reported not having undertaken this task between September 1989 and the time of this study (Spring 1991).

Table 6-12

COMMUNITY RELATIONS TASKS

PERCENTAGE OF RESPONDENTS WHO REPORT DIFFICULTY

Percentage Reporting Difficulty (%)	Tasks
63	Involving parents & members of the community in board & committee work
43	Collaborating with other organizations to save money or develop new programs
37	Promoting child care in the community
27	Ensuring ongoing communication with government representatives

The comments made by participants in the Focus Groups concerning "involving parents and members of the community in board and committee work" were the same as those reported in section 6.4 and 6.5.

6.7.1 Who Does the Tasks Related to Community Relations

Most of the work involved in tasks related to community "outreach" and promotion was shared by both the board and staff. These tasks included "Involving parents and members of the community in board and committee work" and "Promoting child care in the community".

However, most of the work involved with tasks related to inter-organizational collaboration and communication was done either by staff or shared by both board and staff. These tasks entailed "Collaborating with other organizations to save money or develop new programs" and "Ensuring ongoing communication with government representatives".

WHO DOES THE TASKS RELATED TO COMMUNITY RELATIONS

Table 6-13

Predominant Pattern Re: Who Does The Task	The Task	Who Board (%)	Staff (%)	Both (%)
Shared	Involving parents & members of the community in board & committee work	21	19	60
	Promoting child care in the community	13	31	56
Staff and Shared	Collaborating with other organizations to save money or develop new programs	12	49	39
	Ensuring ongoing communication with government representatives	19	37	44

6.8 Tasks in the Financial Area

In the "Financial" area, 39% or more of respondents had difficulty with three of the six tasks.

Table 6-14

FINANCIAL TASKS

PERCENTAGE OF RESPONDENTS WHO REPORT DIFFICULTY

Percentage Reporting Difficulty (%)	Tasks
52	Projecting costs and revenues
46	Developing and monitoring the budget
39	Keeping accurate financial records
31	Finding financial expertise
30	Establishing fees
22	Managing the payroll

105

When the respondents in the Focus groups discussed the difficulties associated with "Projecting Costs and Revenues", there appeared to be several problems. Until an organization is two years old, it does not have a history to use for calculations. Even then, the margins are so small that a change in a parent's plan can severely affect an organization. For example, in one case, the supervisor budgeted for twenty-three and, with only ten days notice, found that two children would not be attending. If the gap had not been filled the Centre would have lost over a thousand dollars. Choosing the scenarios (full enrolment, eighty per cent enrolment) for projections appeared to be difficult, especially for infants and toddlers. Other difficulties related to balancing staff costs and enrolment during holidays, employer lay-offs etc.

6.8.1 Who Does the Financial Tasks

The financial tasks addressed in this study can be grouped into three general areas according to the parties who were reported to be doing most of the work involved in the task.

When it comes to finding financial expertise, respondents reported that the board was the primary party doing most of the work.

However, respondents were split regarding who does most of the work involved in "Keeping accurate financial records", and "Managing the payroll". For some organizations, this work was done by the board and for others it was done by staff.

In terms of planning financial matters, most of the work for this group of tasks was done by the board or shared by both the board and staff. This group of financial planning tasks included "Developing and monitoring the budget", "Projecting costs and revenue" and "Establishing fees".

WHO DOES THE FINANCIAL TASKS

Table 6-15

Predominant Pattern Re: Who Does The Task	The Task	Who Board (%)	Staff (%)	Both (%)
Board	Finding financial expertise	50	24	27
Board and Staff	Keeping accurate financial records	40	35	25
	Managing the payroll	41	47	12
Board or Shared	Projecting costs and revenues	38	28	35
	Developing and monitoring the budget	37	22	41
	Establishing fees	42	16	42

6.9 Tasks in the Legal Area

Two governance responsibilities were classified as "legal".

Roughly one-third of the respondents reported not having undertaken the tasks "finding legal expertise" (37%) and "developing/ updating by-laws" (34%) between September 1989 and the time of this study (Spring 1991).

As the chart below indicates, one-quarter to almost half of the sample had difficulty with these tasks.

Table 6-16

LEGAL TASKS

PERCENTAGE OF RESPONDENTS WHO REPORT DIFFICULTY

Percentage Reporting Difficulty (%)	Tasks
46	Developing/updating by-laws
25	Finding legal expertise

6.9.1 Who Does the Legal Tasks

As with the task of finding financial expertise, the job of finding legal expertise was reported primarily to be a board responsibility.

Depending on the organization, the task of "Developing and updating the by-laws" was reported to be done either by the board or through the collaborative efforts of board and staff.

WHO DOES THE LEGAL TASKS

Table 6-17

Predominant Pattern Re: Who Does The Task	The Task	Who Board (%)	Staff (%)	Both (%)
Board	Finding legal expertise	54	19	27
Board and Shared	Developing/updating by-laws	45	8	46

6.10 Tasks Not Undertaken by Child Care Organizations

The previous sections of this chapter outlined the difficulty experienced with tasks undertaken by child care organizations as well as who completed the tasks. This section presents an overview of the primary tasks NOT DONE between September 1989 and the date of questionnaire completion.

The length of time an organization has been in operation as well as the size of its board could affect whether a particular task was or was not done. One might conjecture that the following tasks might not be done in organizations over three years old as they are tasks most pressing during the start-up stages of an organization:

- Finding legal expertise
- Developing/Monitoring By-Laws
- Recruiting and hiring senior staff people
- Developing/reviewing the philosophy statement
- Finding financial expertise

The results support this conjecture. In fact, a larger proportion of older organizations relative to newer organizations had not done the above tasks. These comments are not intended to suggest that the some of the above tasks are not relevant to organizations throughout their phases of development. In fact, the tasks of reviewing by-laws and the philosophy statement to ensure currency relate to all organizations regardless of stage of development.

Key informant interviews reported that in the start-up phases of child care organizations board members are focused on understanding Ministry requirements, hiring staff, and developing policies and procedures. Given that history, it is not surprising to see that a larger proportion of newer organizations relative to older enterprises had not completed the following:

- Evaluating the work and operation of the board
- Carrying out fund raising activities
- Developing committees

Smaller boards reported more tasks NOT DONE than did larger boards. The tasks omitted by smaller boards were:

- Finding legal expertise
- Collaborating with other organizations
- Developing/reviewing the philosophy statement
- Reviewing the performance of senior staff
- Recruiting volunteers to help with the work of the organization

The tasks reported "not done" by more than 15% of the sample are set out in the table on the next page.

Table 6-18

TASKS NOT UNDERTAKEN BETWEEN SEPTEMBER 1989 AND MAY 1990 ORDERED BY THE PERCENTAGE OF RESPONDENTS REPORTING NON-EXECUTION OF THE TASK

Percentage Reporting (%)	Task	Task Area
38	Evaluating the work & operations of the board	Management Practices
37	Finding legal expertise	Legal
37	Collaborating with other organizations to save money or develop new programs	Community Relations
34	Developing/updating by-laws	Legal
32	Recruiting & hiring the senior staff person	Personnel
26	Developing/reviewing a philosophy statement	Management Practices
23	Developing goals & objectives the the work of the board	Management Practices
21	Reviewing the performance of the senior staff person	Personnel
21	Developing goals & objectives for the operation of the organization	Management Practices
20	Finding financial expertise	Financial
16	Providing recognition to board and committee members	Developing/Maintaining the Board
16	Assessing the changing needs for child care programs & services in your community	Management Practices
15	Carrying out fund raising activities	Funding
15	Developing committees	Developing/Maintaining the Board
15	Recruiting volunteers to help with the work of the organization	Personnel

6.11 "Hands-On" and "Hands-Off" Boards

Across all child care organizations, there are varying levels of task involvement by boards alone, staff alone or by boards and staff together. In some case, boards are highly involved in administering the tasks (a "hands-on" board) and other cases they are not (a "hands-off" board).

As a way to analyze the factors associated with a board being "hands-on" or "hands-off", a measure of this phenomenon was developed. In total, 55 tasks were addressed in the questionnaire. A simple count of the number of tasks done by boards alone gives us a reasonable measure for the degree of board involvement. This creates a "hands-on" - "hands-off" set of categories where the larger the number of tasks in which boards were reported to be involved the more "hands on" the board is and the smaller the number of tasks, the more "hands-off".

On average, boards were involved in approximately 16.3 tasks (out of 55), with the number ranging from 0 to 54 tasks. If a board "did most of the work" in less than 20 tasks it was classified as a "hands-off" board. If a board did 20 or more tasks it was classified as "hands-on".

In order to understand the factors that could influence whether a board was "hands-on" or "hands-off", a discriminant function analysis was undertaken. This analysis identifies the factors that are most important in separating the two groups ("hands-off" and "hands-on") of respondents. The analysis identifies the most important factors and then attempts to predict group membership based on the factors chosen.

The factors that emerged as most important in identifying a "hands-on" board were:

- Fewer full time staff
- More board members whose children currently use programs and services of the organization
- A lower understanding by the board of its roles and responsibilities
- More board meetings between September 1989 and the date of the study (Spring 1991)
- Smaller licensed capacity

6.12 Tasks Related to Government Requirements

In addition to investigating the difficulty associated with conventional tasks involved in the governance of non-profit organizations, the study also looked at the difficulty respondents reported having with tasks related specifically to child care legislation and governmental relations.

Table 6-19 presents the most to least difficult tasks in this area reported by respondents. The tasks that were reported as difficult by over 40% of respondents included:

- Raising your Organizations Share of the Cost (68% reporting difficulty)
- Covering Costs While Waiting for the Ministry Grants to Arrive (66%)
- Understanding the Child Care Legislation (50%)
- Filling Out Ministry Forms (50%)
- Applying for Ministry of Community and Social Services Grants (49%)
- Getting Municipal Approval for Purchase of Service (49%)

Thus, the two most difficult tasks related to the financial aspects of starting up a child care centre.

Focus group participants were asked why they thought two-thirds of the respondents were having difficulty "Raising your Organization's Share of the Cost". The following points echo the responses to an earlier question regarding the difficulties associated with fund raising:

- Communities are saturated. Everyone is fund raising. "Competing with a hospital or shelter is not fair."
- People do not understand why day care is needed: "that we have to fund raise is a statement that makes child care less essential than schools".

The discriminant analysis showed that the primary factors, in the questionnaire, that tended to be associated with difficulty for this task were:

- Newer organization.
- Fewer tasks done by the board alone; and
- More tasks done by the board with staff.
- Fewer parents who had children currently using the programs and services. More parents whose children had used the services in the past.
- Location in a smaller community.
- Location outside Central region.

Difficulties associated with Ministry procedures and operations were mentioned frequently in each focus group:

- Recurring double-binds frustrate people and consume time. "You can't be licensed by MCSS unless you have equipment. You can't get equipment if you are not licensed."

- Inconsistencies from Ministry staff regarding what was required. "One day we are told one thing: the next day something different." "We had three different opinions from three people". "If we had understood the cost structures and implications, we could have adjusted earlier. It cost us $25,000 to learn."

- Potential sponsors in the corporate sector are nervous about $350,000 - $400,000 investment in a government regulated agency. "They feel grave reluctance, and fear being entangled in red tape."

The major theme that emerged in the analysis of Focus group discussions of "Covering Costs While Waiting for the Ministry Grants to Arrive" was that people make significant personal investments. In several cases, there were people who worked for 6 - 7 months without pay, mortgaged their homes, put up their homes as collateral, and operated on shoe-string budgets.

"Filling out Ministry Forms", seen as difficult by 50% of the respondents to the survey, was also discussed by Focus group participants. The key points were:

- Regarding subsidy claims:

  "Our bookkeeper went to the Ministry Finance Unit Workshop and still could not get it."

  "No one understands why we are doing each step."

- "The columns change all the time so each time the form comes, it seems to be new."

- "The Ministry consultant was invaluable. Not only did he walk us through the forms, he came to board meetings and really helped through start-up time which is a scary, confusing time."

Table 6-19

GOVERNMENT REQUIREMENT TASKS UNDERTAKEN BY CHILD CARE ORGANIZATIONS ORDERED BY THE PERCENTAGE OF RESPONDENTS WHO REPORTED THE TASK TO BE DIFFICULT[25]

Percentage Reporting (%)	Task
68	Raising your Organizations Share of the Cost
66	Covering Costs While Waiting for the Ministry Grants to Arrive
50	Understanding the Child Care Legislation
50	Filling Out Ministry Forms
49	Applying for Ministry of Community and Social Services Grants
49	Getting Municipal Approval for Purchase of Service
34	Getting Architectural Designs Approved by the Ministry of Community and Social Services
31	Obtaining Suitable Space to Meet the Legislation
20	Complying with the Requirements of the Zoning and Building Departments
19	Meeting the Ministry Licensing Requirements
17	Complying with the Requirements of Consumer and Corporate Affairs
16	Complying with the Requirements of the Health Department
12	Complying with the Requirements of the Fire Department

[25] The percentages reported are the percentage of respondents who stated that the task was SOMEWHAT or VERY difficult.

6.13 Factors Related to Overall Difficulty[26]

Across all tasks, the factors that appeared to be related to an organization having relatively more difficulty were the following (in order):

- When an organization has more board members whose children had used the programs and services in the past and fewer parents whose children currently used the programs and services;
- When there was no Finance Committee or Personnel Committee;
- When the organization was French;
- When the organizations were located in the East region or in the North region;
- When the organization was a private home day care organization;
- When the organization was newer.

[26] As mentioned earlier, the average difficulty was calculated across all tasks, among respondents who reported doing the task. Respondents were then split into those who had an average difficulty above and below the mean for the entire sample.

7. BOARD DEFINED BARRIERS TO THE DELIVERY OF HIGH QUALITY CHILD CARE

After answering questions about the tasks done and the ease or difficulty doing them, respondents were asked the following open-ended question:

> "In your opinion, what are the major barriers boards currently face in ensuring the delivery of high quality child care?"

The responses given most frequently are set out in the table below.[27]

Table 7-1

MAJOR BARRIERS BOARDS FACE IN DELIVERING HIGH QUALITY CHILD CARE

Total Responses (%)	
37	Lack of Funds
9	Finding and Keeping Qualified Staff
8	Inexperienced Boards
6	Lack of Uniform Policy and Procedural Direction from the Ministry
6	Insufficient Parental Involvement
5	Lack of Coordination of All Aspects of Child Care and Education
5	Recruiting Active Committed People for Boards of Directors
4	Insufficient Number of Subsidized Spaces
4	Insufficient Number of Staff
2	Need for Staff to Improve Their Qualifications
2	Lack of Staff Representation on Every Board
2	Size and Condition of Facilities
2	Unwillingness of Parents to Pay for Quality Care
1	Lack of Recognition of Informal Child Care Situations
1	Lack of Time
1	Unserved Multicultural and Linguistic Needs
1	Lack of Accessible, Good Transportation

"Lack of Funds" was the most frequently mentioned response (37%).

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[27] Since respondents wrote several answers to this open-ended question, the percentages in this table are the percentage of responses not the percentage of respondents.

When categories related to funding are added to the direct mentions of funding, the responses increase from slightly more than one third (37%) to over half of the responses. That is, when responses related to staffing (13%), number of subsidized spaces (4%), and, finally, size and condition of facilities (2%), the funding related issues account for 56% of the responses.

When the categories "Finding and Keeping Qualified Staff", "Insufficient Number of Staff", and the "Need for Staff to Improve their Qualifications" are combined, 15% of the responses relate to personnel. Based on information collected during pilot tests and focus groups, the difficulties with respect to staff are related to funding. For example, lack of funding is expressed through salaries which are reported to be low relative to other occupations of similar education and responsibility. The low salaries were said to be part of the reason that not enough people have been choosing careers in child care.

Getting and keeping volunteers, the tasks reported to be difficult in early parts of the questionnaire, account for 19% of the responses on this open-ended question.

Comparing responses from different types of organizations showed few differences. The respondents from the French language organizations mentioned "Lack of Uniform Policy and Procedures" (17%) significantly more times than the respondents from the English language organizations (6%). Similarly, "Coordination of All Aspects of Child Care" was mentioned significantly more often by the French language organizations (19%) than by English language organizations (4%).

There were some significant differences between the responses of staff and the responses of chairpeople (see the table on the next page). Significantly more chairpeople than staff mentioned "Lack of Funds" and "Insufficient Number of Subsidized Spaces". Significantly fewer chairpeople than staff mentioned "Inexperienced Boards".

Table 7-2

MAJOR BARRIERS BOARDS FACE IN DELIVERING HIGH QUALITY CHILD CARE BY TYPE OF RESPONDENT

Total Responses (%)	Chair (%)	Senior Staff (%)	
37	47	34	Lack of Funds
9	9	9	Finding and Keeping Qualified Staff
8	3	11	Inexperienced Boards
6	4	7	Lack of Uniform Policy and Procedural Direction from the Ministry
6	5	6	Insufficient Parental Involvement
5	4	5	Lack of Co-ordination of All Aspects of Child Care and Education
5	4	5	Recruiting Active Committed People for Boards of Directors
4	7	2	Insufficient Number of Subsidized Spaces
4	4	4	Insufficient Number of Staff

Comparing across regions, there were no significant differences regarding barriers to the delivery of high quality child care.

There were a few significant differences when the results from different size communities were examined. Significantly more respondents from small communities (9%) than from medium (4%) or large communities (4%) identified "Lack of Coordination of All Aspects of Child Care" as a barrier to the delivery of high quality child care. Fewer respondents from small communities (2%) than from medium size communities (7%) identified "Insufficient Parental Involvement" as a barrier.

8. DESIRED CHANGES IN THE WAY THE MINISTRY WORKS

The first half of the survey focused on tasks in eight areas: legal, financial, funding, community relations, board development, management practices, personnel and legislated requirements. Following these questions, respondents were asked to answer an open-ended question:

> "If the Ministry could change the way it works with child care organizations, what changes would be most beneficial?"

The most frequently mentioned responses are set out in the table on the next page.

Focus group reports reflect the survey results regarding desired changes in the way the Ministry works with child care organizations. Participants in the focus groups consistently talked about the need for more practical guidance (through manuals, accessible government staff) and consistency (from "one month to the next" and from one program advisor to another, and from one region to another). In every focus group there were unsolicited comments about the difficulty and time required to understand (the jargon) and fill out Ministry forms. In contrast, for the most part, Ministry staff were regarded as caring and helpful but often inaccessible due to their work load.

There were very few significant differences when responses across types of organizations were compared. Significantly more respondents from private home day care organizations (29%) mentioned "Need More Flexibility/Simplicity in the Funding Approval Process" than did centre-based organizations (10%) or resource centres (14%). Significantly fewer respondents from private home day care organizations (0%) than from centre-based organizations (10%) or resource centres (10%) asked for "Increased Ministry Presence/More Formal Visits".

There were few significant differences when responses across regions were compared. Significantly more respondents from the East than from the Central or Western regions mentioned the need for increased funding, increased staff and staff salaries.

Table 8-1

MOST BENEFICIAL CHANGES IN THE WAY MCSS WORKS WITH CHILD CARE ORGANIZATIONS

Total Responses (%)	
23	Provide Policy and Procedures Guidelines and Manuals
20	Better Communications re: Programs/More Consistency in Information Provided
12	More Flexibility (Simplify) the Funding Approval Process
9	Less Paperwork: Paperwork that is Easier to Understand
9	Increase Ministry Presence; More Formal Visits
6	Increase Over-all Funding
6	More Workshops/More Staff Training at Lower Cost
2	More Ministry Staff Required
2	Provide for More Person to Person Contact
2	Provide for More Subsidized Spaces
2	Provide for Faster Turnaround on Grants
1	More Flexible Boards
1	Cheques Should Itemize What Funds are for
1	Having Subsidy not Tied Directly to Space
1	Pay Grants by the School Year not the Fiscal Year

9. SUMMARY OF PRINCIPAL FINDINGS

This chapter presents the primary findings of the study. The findings are organized according to the objectives of the study which were:

1 To describe the characteristics of child care board members;

2 To describe the current governance practices of child care boards;

3 To identify the tasks that boards have found to be difficult;

4 To identify the resources and the areas in which these resources have been useful to boards; and

5 To describe the opportunities and support for parental involvement in the child care system.

9.1 The Characteristics of Child Care Board Members

1. BOARDS OF NON-PROFIT CHILD CARE ORGANIZATIONS ARE COMPOSED PRIMARILY OF RELATIVELY YOUNG FEMALE DIRECTORS.

- Women significantly outnumbered men on child care boards. On average, there were seven women and only two men on these boards.

- Two-thirds (67%) of the board members were between the ages of 31-40 years old.

2. BOARDS OF NON-PROFIT CHILD CARE ORGANIZATIONS ARE "PARENT DRIVEN".

- The vast majority of organizations (79%) were begun by a group of people in the community. Among this group, 85% were parents of children using the facility.

- Parents occupied the majority of the director positions on boards of non-profit child care organizations. Two-thirds (67%) of the board membership was comprised of parents whose children had used or were using the facilities.

3. THE MAJORITY OF CHAIRPEOPLE IN CHILD CARE ORGANIZATIONS HAVE PREVIOUS VOLUNTEER EXPERIENCE.

- Three-quarters (75%) of the sample of chairpeople had previous volunteer experience.

4. ALMOST HALF OF THE CHAIRPEOPLE HAVE NO PRIOR EXPERIENCE SERVING ON A BOARD OF DIRECTORS.

- Almost 45% of the sample of chairpeople had no prior experience on the boards of other organizations.

5. CHAIRPEOPLE OF CHILD CARE ORGANIZATIONS ARE POSITIVE ABOUT THEIR VOLUNTEER EXPERIENCES WITH CHILD CARE ORGANIZATIONS.

- Chairpeople and staff were positive about their experiences volunteering and working for child care organizations in terms of the enjoyment (89%)[28], satisfaction (78%) and stimulation (86%) they derive as well as seeing it as a worthwhile use of their time (96%).

6. ALMOST HALF OF THE CHAIRPEOPLE FEEL THAT THE UNDERSTANDING THEIR BOARD MEMBERS HAVE OF THEIR ROLES IS NOT HIGH.

- Approximately half of the chairpeople rated their board members' understanding of their roles as "High" (53%). Just under half (42%) rated the board members understanding as "Medium". A further 4% chose the "Low" category.

9.2 The Current Governance Practices of Child Care Boards

An overview of the basic characteristics of the organizations that child care boards govern as well as the characteristics of the boards themselves will be useful as a context for understanding governance issues and practices.

Characteristics of the Organizations

7. THE MAJORITY OF CHILD CARE ORGANIZATIONS HAVE BEEN IN OPERATION FOR MORE THAN THREE YEARS.

- Most respondents (85%) were from organizations that began more than three years prior to May 1991. Some respondents (11%) were from organizations that began "Between 18 and 36 months ago" and a few (3%) were from organizations that began "Less than 18 months" before they filled out the survey.

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[28] This is the percentage of both chairpeople and staff who reported their experiences to be "somewhat" and "very enjoyable". This combination also applies to the other percentages in this paragraph.

8. THE LICENSED CAPACITY AND STAFF COMPLEMENT OF CHILD CARE ORGANIZATIONS VARIES ACCORDING TO THE TYPE OF ORGANIZATION.

- The average licensed capacity for centre-based organizations was 56.

- Among centre-based organizations, there was an average of 8 full-time staff and 4 part-time staff. This increased to an average of 11 full-time staff and 6 part-time staff among private home day care agencies, and 4 full-time and 5 part-time staff in resource centres.

Characteristics of the Boards

9. ALTHOUGH LICENSED CAPACITY AND STAFF COMPLEMENT VARIES ACROSS ORGANIZATIONS, THE SIZE OF NON-PROFIT CHILD CARE BOARDS IS REASONABLY CONSTANT.

- The average number of positions for directors was nine on centre-based boards, and ten on private home day care boards and resource centre boards.

10. ALTHOUGH THE MAJORITY OF CHILD CARE BOARDS REPORTED NO TIME LIMIT ON THE TERM OF OFFICE FOR BOARD MEMBERS, THE ACTUAL LENGTH OF TIME IN OFFICE IS SIMILAR TO TENURE PRACTICES IN MANY NON-PROFIT BOARDS.

- In two-thirds of the boards, the term of office for board members was unlimited. In practice, however, the average tenure was 3-4 years.

11. BOARDS OF NON-PROFIT CHILD CARE ORGANIZATIONS USE A VARIETY OF METHODS TO NOMINATE AND ELECT MEMBERS TO THE BOARD.

- In at least one third of the organizations, people were elected to the board at an annual meeting.

12. THERE IS NO CONSISTENT POLICY REGARDING THE ROLE OF STAFF ON BOARDS OF NON-PROFIT CHILD CARE ORGANIZATIONS. HOWEVER, STAFF TEND TO HAVE A STRONGER INFLUENCE IN PRIVATE HOME DAY CARE ORGANIZATIONS.

- There was no clear pattern regarding staff having membership on the board. The sample was fairly evenly split.

- Staff are allowed to vote in approximately one-quarter (27%) of the organizations. The proportion of organizations where staff have a voice and a vote was highest in private home day care centres (53%) and lowest in French language organizations (9%).

13. ALTHOUGH THE MAJORITY OF BOARDS HAVE WRITTEN DESCRIPTIONS OF THEIR OWN ROLES AND RESPONSIBILITIES, FEWER HAVE WRITTEN DESCRIPTIONS OF THE RELATIONSHIP BETWEEN BOARD AND STAFF.

- Approximately three-quarters of the organizations (73%) had written descriptions of the roles and responsibilities of board members.

- Almost half of the organizations (48%) had written descriptions of the relationship between board and staff.

14. MOST NON-PROFIT CHILD CARE BOARDS DO NOT HAVE SPECIALLY DESIGNATED POSITIONS FOR OUTSIDE INSTITUTIONS OR OTHER ORGANIZATIONS. WHEN THEY DO, THE DESIGNATED POSITIONS TEND TO RELATE TO THE INITIAL SPONSORING AGENCY OR INSTITUTION.

- Over half of the organizations (56%) did not have positions on the board which were specially designated while 39% of the organizations did. The most frequently mentioned organizations for which board positions were designated were schools, church, community, regional government and workplace.

Characteristics of Board Meetings

Board and committee meetings are the major venues in which governance practices take place in most non-profit organizations. The patterns found among child care boards are reflected below.

15. BOARDS OF NON-PROFIT CHILD CARE ORGANIZATIONS MEET SLIGHTLY LESS THAN ONCE A MONTH AND ATTENDANCE BY BOTH BOARD MEMBERS AND STAFF IS HIGH.

- On average, boards met fourteen times between September 1989 and May 1991 which is slightly less than once a month allowing for summer and holiday months when boards often do not meet.

- Attendance at board meetings was high. An average of one to two board members was given as the number that missed any one board meeting.

- In most organizations (87%) staff attended "Every board meeting" or "Most board meetings".

16. FINANCIAL ISSUES ARE THE PRIMARY TOPICS OF DISCUSSION AT BOARD MEETINGS, FOLLOWED BY ISSUES RELATED TO POLICY DEVELOPMENT.

- "Finances" and "Fund Raising" comprised one third of the responses regarding topics that took the most time at board meetings. "Developing Policy" (11%), "New Projects" (10%), and "Staff Relations" (10%) made up approximately another third of the responses. The rest of the responses were divided among seven categories ranging from "Parents Needs and Concerns" (7%) to "Behaviour Management" (2%).

17. THE PREOCCUPATION WITH FINANCIAL MATTERS AT BOARD MEETINGS NEGATIVELY IMPACTS ON THE AMOUNT OF TIME BOARDS ARE SPENDING WITH OTHER TOPICS THEY CONSIDER IMPORTANT. THESE INCLUDE DEVELOPING POLICY, COMMUNITY RELATIONS, NEW PROJECTS AND PARENTS' NEEDS AND CONCERNS.

- "Developing Policy" (14%), "Community Relations" (14%), "New Projects" (12%), "Parents Needs and Concerns" (11%) account for approximately half of the responses regarding topics that need more attention at board meetings. "Finances" (10%) and "Fund Raising" (10%) were fifth and sixth on the list when the responses were arranged in order of decreasing frequency.

Governance Tasks

18. THE TASKS IN WHICH CHILD CARE BOARDS ARE INVOLVED RELATE MORE TO SHORT-TERM ORGANIZATIONAL MAINTENANCE AND FUNCTIONING RATHER THAN LONG-TERM POLICY DEVELOPMENT, PLANNING, FUND RAISING AND EVALUATION.

- Among the top ten tasks undertaken by most child care organizations, three involved financial aspects of the operation (keeping financial records, monitoring the budget and projecting costs and revenue), three involved tasks related to board meetings (keeping minutes, conducting effective meetings and contacting board members about meetings), and four included tasks related to management practices (solving problems as they arise, ensuring the organization is run efficiently, ensuring mechanisms for communicating with parents and developing and maintaining record keeping systems).

19. TASKS MOST FREQUENTLY NOT DONE BY CHILD CARE ORGANIZATIONS RELATE TO VARIOUS ASPECTS OF THE PLANNING PROCESS.

The survey included fifty-five tasks grouped into six functional areas. Approximately 27% (15 of the 55 tasks) were reported by more than 15% of the sample as *"not being done between September 1989 and May 1991"*. These tasks are listed below with percent of respondents reporting "not done" in brackets.

Ensuring Management Practices are Developed and Maintained

- Developing/reviewing the philosophy statement (26%)
- Developing goals and objectives for the work of the board (23%)
- Evaluating the work and operations of the board (38%)
- Developing goals and objectives for the operation of the organization (21%)
- Assessing the changing need for child care programs and services in the community (16%)

Community Relations

- Collaborating with other organizations to save money or develop new programs (37%)

Developing/Maintaining the Board

- Developing committees (15%)
- Providing recognition to board committee members (16%)

Ensuring Effective Management of Personnel

- Recruiting and hiring of the senior staff person (32%)
- Reviewing the performance of the senior staff person (21%)
- Recruiting volunteers to help with the work of the organization (15%)

In addition to the above planning related tasks, the following were also not done by a significant percentage of the sample.

Legal

- Finding legal expertise (37%)
- Developing/Updating by-laws (34%)

Financial

- Finding financial expertise (20%)
- Carrying out fund raising activities (15%)

Who Undertook Governance Tasks

20. DEPENDING ON THE GOVERNANCE TASKS, THERE IS DISTINCT VARIATION IN WHO DOES MOST OF THE WORK ASSOCIATED WITH THE TASK. IN FACT, SEVEN DIFFERENT PATTERNS WERE DISCOVERED.

For some tasks, there appeared to be one pattern across all organizations. That is:

1. In most organizations, the task was done primarily by the board;

2. In most organizations, the task was done primarily by staff and/or consultants.

3. In most organizations, the task was shared by both board and staff (and/or consultants);

For other tasks, there was not a single predominant way of getting things done that applied to all organizations. The results showed two ways of getting things done(e.g., almost equal percentages allocated to the board as to staff)

4. In some organizations, the task was done primarily by the board; in a relatively equal percent of organizations, primarily by staff.

5. In some organizations, the task was done primarily by the board; in a relatively equal percent of organizations, the task was shared by the board and staff (and/or consultants).

6. In some organizations, the task was done primarily by the staff (and/or consultants); in a relatively equal percent of organizations, the task was shared by the board and staff (and/or consultants).

For some tasks, there was no pattern across organizations. Three ways of getting the task done were apparent.

7. In some organizations, the task was done primarily by the board; in an equal percent of organizations, it was done primarily by staff; in a relatively equal percent of organizations it was shared.

21. OVERALL, MORE TASKS WERE UNDERTAKEN BY THE ADMINISTRATOR IN HOMES FOR THE AGED THAN BY THE SENIOR STAFF PERSON IN CHILD CARE ORGANIZATIONS.[29]

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[29] At the same time as this study was undertaken, a similar study was being conducted with non-profit homes for the aged. The questions regarding governance tasks were identical in both studies, although a small number of tasks were modified so that they were relevant to the specific

Overall Board Involvement in Governance Tasks

22. BOARDS TEND TO TAKE ON MORE OF THE GOVERNANCE TASKS THEMSELVES IF THE ORGANIZATION IS SMALLER, WITH FEWER FULL-TIME STAFF AND MORE DIRECTORS WHOSE CHILDREN ARE USING THE PROGRAMS AND SERVICES OF THE ORGANIZATION.

- The factors associated with boards that did more than 20 of the 55 tasks (a "hands-on" board) were:
  - Fewer full-time staff
  - More board members whose children use the programs and services
  - More board members
  - Smaller capacity

9.3 The Tasks that Boards Have Found to be Difficult

Difficult Tasks Overall

23. OVERALL, CHILD CARE ORGANIZATIONS ARE HAVING THE MOST DIFFICULTY WITH THE GOVERNANCE TASKS RELATED TO OBTAINING FINANCIAL RESOURCES, SECURING HUMAN RESOURCES, AND PLANNING.

The eleven governance tasks most frequently rated as difficult were:

Funding

- Carrying out fund raising activities (50%)
- Filling out grant application forms (47%)
- Planning fund raising activities (46%)

Financial

- Projecting costs and revenues (52%)

Developing and Maintaining the Board

- Recruiting new board and committee members (65%)

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organization studied.

Personnel

- Recruiting volunteers to help with the work of the organization (61%)
- Recruiting and hiring the senior staff person (47%)

Ensuring that Management Practices are Developed and Maintained

- Assessing changing needs for child care programs and services in the community (57%)
- Planning strategies and activities to ensure the future of the organization (52%)

Community Relations

- Involving parents and members of the community in board and committee work (63%)

Legal

- Developing/updating by-laws (46%)

Difficult Tasks Related to Ministry Policy and Practices

24. OVERALL, CHILD CARE ORGANIZATIONS ARE HAVING THE MOST DIFFICULTY WITH THE FINANCIAL ASPECTS OF STARTING AN ORGANIZATION. THESE ARE FOLLOWED BY "DIFFICULTY UNDERSTANDING THE CHILD CARE LEGISLATION".

The most difficult tasks were:

- Raising your Organizations Share of the Cost (68%)
- Covering Costs While Waiting for the Ministry Grants to Arrive (66%)
- Understanding the Child Care Legislation (50%)
- Filling Out Ministry Forms (50%)
- Applying for Ministry of Community and Social Services Grants (49%)
- Getting Municipal Approval for Purchase of Service (49%)

The Most Difficult Tasks

25. THE RECRUITMENT OF NEW BOARD COMMITTEE MEMBERS IS THE TASK MOST FREQUENTLY REPORTED AS MOST DIFFICULT.

26. INVOLVING PARENTS AND MEMBERS OF THE COMMUNITY IN BOARD AND COMMITTEE WORK IS THE SECOND TASK MOST FREQUENTLY REPORTED AS DIFFICULT.

Factors Associated with Difficulty

27. THE ORGANIZATIONS THAT ARE EXPERIENCING RELATIVELY MORE DIFFICULTY TEND TO HAVE THE FOLLOWING CHARACTERISTICS:

- They are newer; or
- They are located in the Eastern and Northern regions of the province; or
- Their boards tend to have fewer parents whose children are using the programs and services of the organization; or
- They do not have a personnel or finance committee; or
- They do not have a written description of the relationship between board and staff;
- They tend to be private home day care agencies;
- They tend to be French.

9.4 The Resources and the Areas in Which these Resources Have Been Useful to Boards

28. ACCORDING TO BOARDS, LACK OF FUNDING IS THE PRIMARY BARRIER TO THE DELIVERY OF HIGH QUALITY CHILD CARE. STAFFING, SPACE, AND CONDITIONS IN THE FACILITIES ALL SUFFER BECAUSE OF FUNDING LIMITATIONS.

29. IN GENERAL, VERY FEW SUPPORTS WERE IDENTIFIED TO ASSIST CHILD CARE BOARDS AND ORGANIZATIONS IN ACQUIRING FINANCIAL RESOURCES.

- For the major areas of fund raising and raising the organization's share of the costs, most organizations did not report any resources. More to the point, they felt that their communities were over-solicited and that it was unrealistic to ask the organizations to raise as much money as they were required to do. They did not think that manuals, training, or consultants would help.

30. IN ADDITION, VERY FEW SUPPORTS WERE IDENTIFIED TO ASSIST CHILD CARE BOARDS AND ORGANIZATIONS IN CARRYING OUT BOARD MEMBER ROLES.

- The resources mentioned in the volunteer management area were manuals and community development workers. In one area, the United Way was seen to provide excellent board training when tailored to child care.

  For the most part, Ministry consultants were seen to be the major resource. The consultants were seen as helpful but over-booked. The lack of consistency from one consultant to another was a source of concern.

  In general, people did not feel there were a lot of resources available.

31. THE POTENTIAL SUPPORT OFFERED BY CHILD CARE ASSOCIATIONS IS NOT REACHING A NOTABLE SEGMENT OF CHILD CARE ORGANIZATIONS IN ONTARIO.

- Almost half of the organizations in the sample (46%) did not belong to a child care association.

32. FEW CHILD CARE ORGANIZATIONS HAVE ENJOYED THE SUPPORT THAT MIGHT BE OFFERED BY A SPONSOR.

- Less than one third of the organizations (30%) were sponsored by an existing agency.

9.5 The Type of Opportunities and Support for Parental Involvement in the Child Care System

33. PARENTAL INVOLVEMENT IN THE INITIATION AND ON-GOING OPERATION OF NON-PROFIT CHILD CARE ORGANIZATIONS IN ONTARIO IS HIGH.

In most cases the involvement begins prior to the creation of the organization and continues with the exercise of formal power through strong representation on the board of directors. There are also prescribed procedures for parental input.

- 67% of child care organizations in the sample were started by a group of parents whose children would use the child care facility.

- Parents occupied the majority of the director positions on boards of non-profit child care organizations. Two-thirds (67%) of the board membership was comprised of parents whose children had used or were using the facilities.

- 88% of respondents reported there were regular ways for parents to participate in the development and on-going work of the organization. These included meetings (30%), suggestion box (17%), open house (16%), questionnaires (15%), informal inquiries (8%), and committees (6%).

34. IN CONSIDERING IMPROVEMENTS THAT THE MINISTRY COULD MAKE IN DEALING WITH CHILD CARE ORGANIZATIONS, THE MOST FREQUENTLY REQUESTED CHANGES ASKED FOR TO MORE PRACTICAL POLICY, GUIDELINES AND MANUALS, MORE CONSISTENT COMMUNICATION BY PROGRAM ADVISORS, AND A MORE FLEXIBLE, SIMPLIFIED FUNDING APPROVAL PROCESS.

10. CONCLUSIONS

The Ministry of Community and Social Services is committed to the principal that future growth in child care will be in the non-profit sector. Organizations in this sector, be they centre-based child care organizations, private home day care organizations or resource centres, are usually governed and guided by boards of directors. The volunteers who sit as board members and the tasks of their boards were the subjects of this study.

The following major conclusions of the study have been drawn from the nineteen key informant interviews, the survey findings from 516 organizations and 754 individuals (staff and chairpersons), and ten focus groups. The conclusions also draw on current literature regarding child care boards, boards of directors in other service sectors and trends in voluntarism.

1. THE INITIATION AND GOVERNANCE OF NON-PROFIT CHILD CARE ORGANIZATIONS CURRENTLY DEPENDS ON PARENTS.

The vast majority (79%) of non-profit child care organizations were begun by a group of people in the community. Among this group, 85% were parents of children using the facility.

Two-thirds of the members of non-profit child care boards of directors were parents of children who had used or were currently using the child care organization. Using the average number of nine board members on a child care board, and the total number of non-profit child care organizations listed at the time of this study (1,555), the current pool of board members in child care is approximately 14,000 people of which approximately 9,000 are parents.

The dollar value of this corps of volunteers is very difficult to estimate. This study did not ask how much time chairpeople or board members spend on board work per week or month. However, using an average of three hours per board meeting, and ten board meetings per year, a minimum calculation can be determined. In 1987, Statistics Canada

established the hourly value for volunteers at $ 12.80. Using this figure, the minimum annual value of the volunteer work done by board members in child care is $ 5,376,000. This does not include the additional meetings and work between board meetings which was reported as substantial.

2. THE PEOPLE WHO SIT ON CHILD CARE BOARDS ARE LIKELY TO BE LONG-TERM RESOURCES TO THE VOLUNTEER SECTOR.

Research studies show that once people begin to volunteer, they continue to do so. Indeed, the sample in this study demonstrates the point. Three-quarters (75%) of the chairpeople had previous experience as volunteers in other organizations, and slightly over half (55%) had previous experience on boards of other organizations.

Research in the field of voluntarism suggests that people who are committed to volunteer work in one organization are likely to volunteer in other organizations. The members of child care boards of directors are highly committed volunteers. Both staff and chairpeople described the job of a member of a child care board as an onerous one involving at least one board meeting a month, several other meetings and numerous telephone calls that must be made between meetings during the hours when board members are at their work places. In addition to the time commitment, board members contributed financially. The fund raising activities and requirements drew on parents' resources. The research team heard several examples of board members mortgaging their homes to carry their child care centres until government funding was secured.

Based on this description of the demands on board members, one might assume that board members do not have positive feelings about their volunteer work in child care. Though the researchers heard a lot about the frustrations and anxieties, chairpeople, on the survey, rated their experiences with their organizations as very positive in terms of the enjoyment and stimulation. Even though satisfaction was rated lower, it was still in the positive domain. This suggests that a high proportion of the current pool of 14,000 child care volunteers will be available and willing to devote time to other organizations in the future.

3. BOARDS OF DIRECTORS OF CHILD CARE ORGANIZATIONS ARE UNDER-RESOURCED AND UNDER-DEVELOPED.

When the tasks required of a board of directors are examined from the point of view of what they find difficult to complete and what they do not do, it is apparent that fund raising issues deflect attention from the other essential board tasks of planning, evaluation, community relations, and recruiting board and committee members to carry on the governance of the organization.

When the ability of board members to do their governance tasks is examined, it is apparent

that time and skills are lacking. This refers not only to board members' skills and time but also to the skills and time available to them from the staff and consultants whose roles included board support.

When the structure of boards of directors is examined, it does not appear to lay the foundation for addressing the variety of governance tasks required to fulfil the mandate of a board. This refers to the existence of committees.

The previously mentioned factors constrain the development of strong boards. The continuing struggle with finances, human resources, planning and evaluation begin in the early stages of board development and continue during later stages.

Conclusions 4, 5 and 6 respectively provide more information on the lack of funding and its impact on planning and recruiting people. Conclusions 7, 9, and 10 respectively outline the key characteristics of board members, senior staff and government consultants that affect the work of the board. Conclusion 8 describes the lack of awareness and availability of other resources such as print materials and training. Conclusion 11 describes the issues related to board structure. Conclusions 12 and 13 describe the lack of resources both during the start-up and later stages of child care organizations, and the impact on the board's capacity to do its work.

4. "FINANCES" AND "FUND RAISING" DOMINATE THE ATTENTION OF THE BOARDS AND DEFLECT ATTENTION FROM OTHER ESSENTIAL AREAS OF BOARD RESPONSIBILITY.

The preoccupation of the board with funding issues is evident from the rating of tasks in terms of difficulty, from the discussions in the focus groups and key informant interviews, as well as from the time spent on funding issues in board meetings.

Four of the eleven tasks reported most frequently as being difficult relate to financial accountability and fund raising. The numbers in brackets set out the percent of the sample that rated the task as difficult.

Projecting costs and revenues (52%)

Carrying out fund raising activities (50%)

Filling out grant application forms (47%)

Planning fund raising activities (46%)

Considering the tasks related to the Ministry of Community and Social Services requirements, the following were reported to be difficult by at least half the sample.

Raising your organizations share of the costs (68%)

Covering costs while waiting for Ministry grants to arrive (66%)

Filling out Ministry forms (50%)

Applying for Ministry of Community and Social Services grants (49%)

Focus groups identified the following difficulties associated with fund raising activities:

- low returns for the effort involved;
- over-solicited communities where people feel they are "constantly being asked to reach into their pockets";
- competition with other worthwhile charitable organizations;
- low public acceptance of child care as a necessary charitable organization.

"Finances" and "Funding Raising" comprised one-third of the responses regarding topics that took the most time at board meetings. These topics were seen by 20% of the sample as needing even more attention at board meetings.

The level of funding affects all aspects of the operation of a child care organization, including its program, facilities, equipment and supplies, staffing and staff training. Given this, the imperative of ensuring financial survival and stability impacts most agenda items at most board meetings. These issues are experienced as immediate: issues related to planning, recruiting volunteers and assessing future needs are not.

The boards of directors of some organizations are essentially policy boards. The boards of other organizations are working boards. That is, they are heavily involved in day-today operational and administrative issues. Child care boards are working boards.

There is a trend toward decreasing the operational focus of board work and increasing the policy and planning focus. This trend is best represented by the work of John Carver whose model is being implemented at the Family Service Association of Metropolitan Toronto. While the model provides many useful ideas for child care boards, its value depends on the degree to which senior staff have management and administrative expertise as well as time for these activities. At this stage of development of the child care sector boards and staff, the work of child care organizations would come to a grinding halt if board members limited their activity only to a Carver-type model of articulating policy and establishing desired results. Although boards cannot immediately become focused on policy and the long term issues, more attention to these areas is required.

5. THE GOVERNANCE TASKS THAT FOCUS ON LONG-TERM ORGANIZATION STABILITY AND EFFECTIVE PROGRAMS AND SERVICES ARE NOT GETTING ADEQUATE ATTENTION.

The central roles of a board of directors are (a) to ensure that there are effective programs serving the needs and (b) to ensure the long term health of the organization. The health of the child care sector depends on the extent to which there is evaluation of current programs and planning for the future. The frequency with which the following tasks were reported as difficult, or were reported as not done between September 1989 and May 1991 raises concern.

Table 10-1

Task	Percent Indicating Difficulty (%)	Percent That Did Not Do The Task (%)
Developing goals and objectives for the operation of the organization	39	21
Evaluating programs	32	less than 15%
Planning strategies to ensure the future of the organization	52	less than 15%
Assessing the changing needs for child care programs and services in your community	57	16
Collaborating with other organizations to save money or develop new programs.	43	37

Literature on boards of directors stress planning and evaluation as key functions in the stewardship role of the board. Research shows that boards frequently report difficulty with these tasks.

Over a period of ten years, the United Way organizations across North America have been endeavouring to bring the attention of boards of directors of member agencies to these areas of responsibility. They have been offering training programs that include the development of basic planning skills and have encouraged organizations to view planning and evaluation as legitimate budget items. The literature reports similar trends in other non-profit organizations.

The planning of needs assessment and evaluation takes time and expertise. Board members often do not have the time, expertise or funds to do it themselves or to pay for consultants.

6. THE AVAILABILITY OF PEOPLE RESOURCES IS AFFECTED BY THE IMAGE OF CHILD CARE IN THE COMMUNITY AND BY THE PRESSURE OF THE FUND RAISING REQUIREMENTS.

There were three tasks related to recruiting volunteers, and all were reported to be difficult by over half the sample.

Lack of community awareness of child care as an essential service was repeatedly stated as a major factor contributing to the difficulties associated with fund raising and volunteer recruitment. Child care was still incorrectly associated with welfare or, paradoxically, with people who work and can afford child care but want the community to pay for it.

Lack of community awareness of who uses and needs child care is seen as a major block to the growth of child care organizations. There appears to be a need for community education regarding the benefits and beneficiaries of child care.

The Focus Group discussions suggested that communities are besieged with requests for volunteers, that child care organizations are not perceived to have high status among community agencies, and that people are not drawn to organizations with serious funding issues unless they or their friends and families are direct beneficiaries of the services of the organization.

While it is true that there are more requests for volunteers and charitable donations than ever before, many organizations do attract volunteers. There are several reasons why recruiting is more challenging for child care organizations.

First, although chairpeople express satisfaction when asked to rate their experiences on a survey instrument, it is likely that this satisfaction is not the major message heard during day-to-day conversations with friends and family in the community. The more likely message is that board work in child care involves a lot of meetings, regulations, phone calls, fund raising and responsibility. This is hardly the message that would attract committed volunteers who do not have a personal interest in the operation of the organization.

Research has indicated that the most important factor in recruiting volunteers is the specific nature of the volunteer activity. In the Secretary of State "National Survey of Volunteer Activity" done in 1988, the reasons people gave for volunteering were:

- doing something I like to do (62%)

- feeling that I accomplished something (61%)

- helping others (60%)

- helping a cause I believe in (56%)

- doing work that benefits my children, my family, myself (52%)

It is interesting to note that the responses to the Independent Sector Survey conducted by Gallup poll in the United States gave similar reasons for volunteering.

- wanted to be useful, help others, do good deeds;

- had an interest in the activity or the work;

- thought they would enjoy the work and feel needed;

- child, relative or friends in program;

- religious concerns;

This data suggests that, if the volunteer work itself was attractive, the pool of potential volunteers would be the whole community not just parents. However, the work itself entails numerous responsibilities, is time-consuming, and linked to success in fund raising.

The trend that voluntary organizations today are struggling to accommodate is the difficulty recruiting volunteers for jobs that have heavy responsibilities requiring significant time commitments. The desire of volunteers appears to be for time-limited, specific jobs which makes task force work more attractive than work on a board. This trend is leading to job sharing in volunteer jobs and reinforces the need for a strong committee structure to simplify and distribute the work load. Conclusion 11 addresses the topic of committees in more detail.

Recruiting senior staff is also reported to be difficult. Two-thirds of the sample indicated that they had been involved in this task between September 1989 and May 1991. Of that sub-sample, almost half (47%) indicated difficulty carrying out the task. The focus group discussions suggested that senior staff are difficult to find because many child care workers leave the field, after a few years, for better paying jobs.

7. BOARD MEMBERS PROVIDE A RELATIVELY STABLE BUT INEXPERIENCED RESOURCE BASE FOR GOVERNING THEIR CHILD CARE ORGANIZATIONS.

Child care board members invest several years in their organizations. The average length of time on child care boards was three years. The duration of this commitment is similar to the average length of time that board members commit to other types of non-profit organizations. This is the minimum amount of time considered necessary for a board

member to be oriented to the specific organization, trained in the service sector issues and to apply this knowledge to the effective governance of the organization.

Assuming a turn-over of one-third of the board per year, across the child care sector, this means that, each year, approximately 4,600 people (two-thirds of whom are parents) are having to learn about the governance of child care organizations.

In the past, volunteers were seen to be free labour in whom little investment was necessary. Today, there is greater understanding that volunteers, be they service or policy volunteers, need orientation and training.

Board members need four types of information. They need to know about governance, what they are accountable for and the roles they play to ensure the current effectiveness and on-going health of their organizations. They need to know about decision-making in boards of directors and committees. They need to know about the organization, the current issues and the challenges ahead. They need to know about the specific service sector and its trends.

The profile of chairpeople in child care is a picture of people who bring personal interest and commitment, but do not necessarily bring experience or knowledge in governing an organization. While the majority (75%) of chairpeople had previous volunteer experience, almost half (45%) had no prior experience on a board of directors. The difficulty reported with the tasks presented in the chart below and the size of the sample that did not do the task appears to confirm a lack of experience in board work.

BOARD DEVELOPMENT TASKS REPORTED AS DIFFICULT OR NOT DONE

Table 10-2

Task	Percent Indicating Difficulty (%)	Percent That Did Not Do The Task Between 9/89 And 5/91 (%)
Developing goals and objectives for the work of the board	41	23
Setting priorities for the the work to be done by the board	37	less than 15%
Following through on board tasks	39	less than 15%
Evaluating the work and operation of the board	40	38

In addition to the experience or lack thereof among chairpeople, the experience and role clarity of board members plays a large part in helping a board fulfil its responsibilities. Although three quarters of the organizations (73%) had written descriptions of board member roles and responsibilities, almost half of the chairpeople (46%) rated their board members understanding of the board member role as "medium" or "low".

The board characteristics as described and the reported difficulty with governance tasks suggest that board members need support. In addition to more adequate financial support, which would reduce the board time and frustration with fund raising and daily administrative tasks, boards appear to need more role support. For example, support with the information and tasks related to planning and evaluation.

This conclusion reflects the trends for most non-profit boards. This point is clearly made by Robert Payton, president of Exxon Educational Foundation, in his paper "Major Challenges to Philanthropy" when he said:

> "As a group, it is the trustees who are most important in protecting the standards of philanthropy. Like it or not, the trustees are the structural bulwark defending the public interest.... the education of trustees claims a very high priority on our collective agenda".

8. CHILD CARE BOARDS' ACCESS TO TRAINING AND RESOURCE MATERIALS IS LESS THAN ADEQUATE.

The availability and use of training, explored during key informant interviews and focus groups, is limited. Limited funds for program delivery appear to preclude allocation of funds for the professional development of board members.

In the few cases where board members had participated in board training, the comments were very positive. Use of consultants for board development and participation in the United Way Volunteer Leadership Development Program were both viewed as "extremely helpful".

Three types of materials are relevant to boards of directors of child care organizations.

One type pertains to the specific mission of the organization. It includes child care philosophies and issues of program and resource design and delivery. Materials in this area appear to be available through the variety of associations and federations that serve staff in different types of child care organizations.

The second type relates to the funding and administrative requirements of the service sector. Ministry child care staff, written guidelines and forms provide information on child care legislation, government policies and requirements vis-a-vis child care centres, resource centres, and private home day care organizations. Regarding the guidelines and forms, staff and board members reported these print materials as difficult to understand.

The third type of information pertains to the role and operation of a board of directors. While two manuals tailored to child care are available, they were rarely mentioned.

The need for board training has been recognized. Other provincial ministries and federal departments have sponsored a variety of programs and resources. One frequently used model of doing so is to fund training for the board of an individual organization. Given the number of child care boards, a model that offers training to many organizations at one time will produce greater impact at a lower cost than a model that provides training for individual organizations. Multi-board training builds cross-sector skills and networks. It is important to note that the availability of training is known to be a factor in attracting volunteers.

Training for child care board volunteers is a low risk investment. A substantial number of the 14,000 people who volunteer yearly on these boards will carry their learning to other organizations. Thus the short term benefit to child care will be a long term benefit to the communities in which they live.

9. SENIOR STAFF DO NOT APPEAR TO HAVE THE TIME OR TRAINING FOR THE CENTRAL ROLE THEY PLAY IN SUPPORTING THE WORK OF THE BOARD.

Staff are heavily involved in the work of the board. They participate in 82% of the fifty-five governance tasks.

The ratio of staff to licensed spaces indicates that staffing levels were very close to the minimum requirements. These minimums do not appear to allow staff the time necessary for the work involved in board development and support. As a result, the staff of child care organizations often serve as unpaid volunteers donating significant amounts of time after hours.

Further, although staff have had previous experience as volunteers, and previous experience on boards of directors, their early childhood education courses do not appear to provide training in how to work with and assist in the development of effective boards of directors. In addition, child care organizations do not have funds for staff training in this area. This lack of training may be reflected in the difficulties reported by 40% of the sample in "shared tasks" (work done by both the staff and the board) like "developing goals and objectives for the board" and "evaluating the work and operations of the board".

The literature on board-staff relations points out the central role staff play in providing background and options to be considered in planning and policy-making. The difficulty reported in carrying out the following shared tasks raises questions about the extent to which staff have the expertise and the time to help boards in these areas:

Assessing the changing needs for child care programs and services (57%)

Planning strategies and activities to ensure the future of the organization (52%)

Developing goals and objectives for the operation of the organization (39%)

Evaluating programs (32%)

Developing/Reviewing a philosophy statement (30%)

10. THE MINISTRY'S SUPPORT TO CHILD CARE ORGANIZATIONS IS WEAKENED BY INCONSISTENT INTERPRETATION OF MINISTRY REQUIREMENTS AND A DEMAND FOR CONSULTATION IN EXCESS OF WHAT THE MINISTRY CAN PROVIDE.

Ministry staff were regarded as caring and helpful but often inaccessible due to their work loads.

Respondents to the survey were asked: "if the Ministry could change the way it works with child care organizations, what changes would be most beneficial?". The most frequent responses mentioned the need for more practical and accessible guidance (available consultants, more formal visits, more immediate responses to questions) and more consistency ("from one month to the next" and from one program advisor to another" and "from one region to another".)
Conclusion 12 highlights the difficulties board members experience during the start-up stages of child care organizations.

11. BOARD SIZE AND COMMITTEE STRUCTURE IS NOT ADEQUATE TO ADDRESS THE RANGE OF TASKS TO BE DONE.

The average number of positions for directors was nine on centre-based boards, and ten on both private home day care boards and resource centre boards.

While nine to ten people make a manageable group for discussions, the size does not appear to be large enough to spread the workload.

A strong committee structure would decrease the burden on board members and ensure that board responsibilities were carried out. However, this does not appear to be the case. The following committees, generally standing committees of a board, were reported in less than 50% of the organizations.

COMMITTEE	PERCENT THAT HAD THE COMMITTEE (%)
Finance Committee,	38
Personnel Committee	43
Nominating Committee	30
Fund Raising	49

Apparently many boards either work directly through volunteers (without a committee structure) or they try to do all the work themselves. The latter is a tall order for a nine to ten person group.

Many organizations today suffer from having too many committees without a clear purpose. The trend in most organizations, profit and non-profit, is to review the number and mandate of the committees that exist. This is not the problem in community-based child care

organizations. It could become a problem if organizations are required to have a long list of standing committees. What appears to be more important is for community-based organizations to understand the role that committees can play. In the process of attending to specific areas of responsibility, committees can reduce board members' work load, and educate community volunteers about child care. Given the difficulty recruiting volunteers for child care, it will be helpful to build a base of interest by attracting volunteers for specific, short-term work, including clearly defined committee tasks.

12. THE SUPPORT FOR THE START-UP STAGE OF DEVELOPMENT IS NOT ADEQUATE ESPECIALLY IN RELATION TO THE GOVERNANCE TASKS IDENTIFIED AS DIFFICULT.

For the purposes of this study, the length of time that child care organizations were in operation was categorized as less than 18 months, between 18 and 36 months, and over 36 months in operation. Newer organizations tended to rate more governance tasks as difficult and tended to have more tasks that were not done between September 1989 and May 1990.

Although the sample of French language organizations was small, it is important to note that a larger percentage were in the start-up stage and were reporting more difficulty than English language organizations.

The key informant interviews and focus groups identified the start-up phase as especially time-consuming and frustrating. Some of the start-up issues involved understanding the legislation, dealing with funders (each of which appeared to be willing to commit funds only after the other had done so), complying with standards, and obtaining financial expertise capable of understanding the government forms. Numerous examples were given of experts within the same fields (e.g. law, accountants, architects, Ministry staff) giving contradictory interpretations of the requirements.

Previous descriptive studies of child care organizations identified start-up problems as significant.
These included:

- "the 'chicken-egg syndrome' of needing start-up funds, not being able to fund raise until we are incorporated, and having to wait a long time for approval of charitable status".

- "raising 20% of the costs";

- "finding volunteers and board members especially people with the needed skills";

- "inconsistent responses regarding Ministry requirements";

- "inaccurate advice from other child care organizations."

The following types of supports and resources were mentioned repeatedly as needed by the boards of new child care organizations especially in the start-up phase of development:

- a fast-track method of incorporation and seed money for development;
- a clearing-house of materials relevant to boards with annotations specific to child care;
- a way for chairpeople, treasurers to meet and learn more about board roles;
- a public education campaign to educate the community about child care;
- a training program for staff to help them train and work with boards;
- an information package for lawyers so that new boards can rely on the legal advice they receive.
- consultants to guide the organizations regarding incorporation, applications to the Ministry, board development, and start-up activities that lay solid foundations for the on-going operation of the organization.

In addition, several types of consultants were mentioned. Government consultants were requested with the proviso that there be enough to serve the demand, and that they had training in the areas needed by the boards. Independent consultants who would not be linked with funding decisions were requested. Consultants such as community development workers, who would have community-wide networks to link child care and family-related organizations were also requested.

13. THE DIFFICULTIES EXPERIENCED IN CARRYING OUT THE GOVERNANCE TASKS IN THE START-UP PHASES OF AN ORGANIZATION PERSIST UNLESS THERE IS SIGNIFICANT CHANGE IN THE FACTORS UNDERLYING THESE DIFFICULTIES.

Most (88%) of the organizations in the sample had passed the start-up stage. However, early patterns of work tend to influence later ones. For example, in the early phases of an organization that is struggling for survival, everyone (staff, volunteers, and board members) tends to get involved in every decision. The balance of power and the delegation of tasks set out in these early phases of an organization may continue. They are most likely to continue when the environmental conditions associated with survival (funding) stay the same.

It is difficult to assess the precise impact that start-up difficulties have on current functioning. It is possible that the early experiences of new boards, working without adequate support, has influenced the current ability of those boards to effectively complete the necessary board tasks without difficulty. Although organizations over three years old rated fewer tasks "difficult" than did start-up organizations, both reported having difficulty with many of the same tasks. That is, both start-up and longer term organizations report difficulty in planning and evaluation tasks, and in recruiting volunteer resources.

The factors underlying these difficulties in the start-up stage seem clear. Long range planning, collaboration with other organizations and program evaluation likely took second place to the more immediate issues of bank loans, government funds and program operations. Survival issues promote short-term thinking and limit the time and attention available for long-range planning and policy discussions. As mentioned, the expertise in such governance tasks was likely not present among board members nor available from senior staff who have little training in working with boards and management issues. These factors persist today.

14. THE CHILD CARE SECTOR DOES NOT HAVE A COHERENT, INTEGRATED SYSTEM TO DELIVER EFFECTIVE SUPPORT TO CHILD CARE AT THE COMMUNITY LEVEL.

There are many organizations involved directly and indirectly in child care. Community-based child care centres, resource centres and private home day care organizations were the focus of this study. Without even considering the other related organizations that could be undertaking the same tasks, it seems inappropriate that needs assessments, and community education about child care, to mention just a few areas, are undertaken independently by each small organization.

All boards are expected to carry out needs assessments, set short and long term goals and evaluate programs and practices. The fact that each board spends time locating resources and evaluating resources in these areas seems to be a waste of time. Sample materials and "how-to" resources that have been evaluated as useful should be readily available. Some exist: few are known by the child care organizations surveyed.

Similarly, for each board in each community to tackle the image of child care and work on separate public relations campaigns does not seem to be effective. A province-wide set of sample materials and a plan of action would likely have more impact and involve less energy in organizations that have little energy to spare. The "Imagine Campaign", designed to stimulate interest in volunteer activity and philanthropy, may be useful in providing guidance regarding generic image building.

The issue of whose role it is to provide province-wide support and co-ordination was not the subject of this study. It is clear, however, that there are different players with different roles

each of which require attention.

The need for alignment of Ministry initiatives and staff training is one aspect of this issue.

A second aspect is the lack of impact of child care networks as represented by province-wide organizations and federations. During the focus group conversations, staff mentioned several associations and appeared to value the networking and information provided on child care issues, services, resources and programs. While those who belong to these associations indicated they receive positive support, almost half (46%) of the sample did not belong to an association. Further, there did not appear to be any organizations that supported board members and their roles. Both may result from the absence of finances for organization memberships and the time necessary to make these voluntary associations highly successful.

APPENDIX A

GOVERNANCE TASKS IN DESCENDING ORDER OF DIFFICULTY

TASKS UNDERTAKEN BY CHILD CARE ORGANIZATIONS ORDERED BY THE PERCENTAGE OF RESPONDENTS WHO REPORTED THE TASK TO BE DIFFICULT[1]

Percentage (%)	Task	Task Area
65	Recruiting new board and committee members	Developing/Maintaining the Board
63	Involving parents & members of the community in board & committee work	Community Relations
61	Recruiting volunteers to help with the work of the organization	Personnel
57	Assessing the changing needs for child care programs & services in your community	Management Practices
52	Planning strategies & activities to ensure the future of the organization	Management Practices
52	Projecting costs and revenues	Financial
50	Carrying out fund raising activities	Funding
47	Filling out grant application forms	Funding
47	Recruiting & hiring the senior staff person	Personnel
46	Developing/updating by-laws	Legal
46	Planning fund raising activities	Funding
46	Developing and monitoring the budget	Financial
45	Establishing salaries	Personnel
44	Dealing with conflict on policy issues	Developing/Maintaining the Board
43	Ensuring funds for payroll & supplies	Financial
43	Collaborating with other organizations to save money or develop new programs	Community Relations
41	Establishing/reviewing personnel policies	Personnel
41	Developing goals & objectives for the work of the Board	Management Practices
40	Developing committees	Developing/Maintaining the Board
41	Evaluating the work & operations of the Board	Management Practices

... Table Continues

[1] The percentages reported are the percentage of respondents who stated that the task was SOMEWHAT or VERY difficult.

TASKS UNDERTAKEN BY CHILD CARE ORGANIZATIONS ORDERED BY THE PERCENTAGE OF RESPONDENTS WHO REPORTED THE TASK TO BE DIFFICULT

Percentage Reporting (%)	Task	Task Area
39	Developing goals & objectives for the operation of the organization	Financial
39	Following through on Board tasks	Management Practices
39	Keeping accurate financial records	Financial
38	Orienting board members to their roles & responsibilities	Developing/Maintaining the Board
38	Ensuring problems are solved as they arise	Management Practices
37	Promoting child care in the community	Community Relations
37	Setting priorities regarding tasks to be done by the Board	Management Practices
36	Coordinating the activities of the board, committees, and staff	Developing/Maintaining the Board
35	Ensuring the organization is run efficiently	Management Practices
34	Ensuring board members are educated about child care	Developing/Maintaining the Board
33	Reviewing roles & responsibilities with board & committee members	Developing/Maintaining the Board
32	Evaluating programs	Management Practices
31	Finding financial expertise	Financial
31	Monitoring the implementation of personnel policies	Personnel
31	Reviewing the performance of the senior staff person	Personnel
30	Establishing fees	Financial
30	Developing/reviewing a philosophy statement	Management Practices
30	Managing interpersonal relations among	Developing/Maintaining the Board

. . . Table Continues

APPENDIX B

CHAIRPERSON'S QUESTIONNAIRE

B1

WE ARE INTERESTED

IN YOUR EXPERIENCES

AS A STAFF MEMBER IN A

NON-PROFIT CHILD CARE ORGANIZATION

On behalf of the Ministry of Community and Social Services, the research and consulting firms of Diane Abbey-Livingston Associates, Inc., and the Levy-Coughlin Partnership are conducting a province-wide study of boards and the issues they face in non-profit child care organizations.

Your responses will be kept confidential: they will be combined with the other responses we receive. The form has a number for mailing purposes only. This is so we may check your name off the mailing list when the form is returned.

The form will take about 25 minutes to complete.

PLEASE COMPLETE AND RETURN THE FORM
AS SOON AS YOU POSSIBLY CAN

SI VOUS PREFEREZ REPONDRE EN FRANCAIS,

INDIQUEZ ICI ___ ET RETURNEZ.

INTRODUCTION

This form is designed to obtain information from you regarding your experience as a staff member of a child care organization.

This knowledge will be used to better understand how boards operate, the issues they face and the resources they use or require. This information will help to develop measures to better assist child care organizations in the future.

For almost all questions, all that is required is to;

- Fill in the boxes

OR

- Circle the numbers

For some questions, more than one answer may be applicable. In this case, please circle ALL appropriate answers. Please feel free to write in the margins.

SECTION A. YOUR EXPERIENCES AS A STAFF MEMBER

Section A asks about your experience as a staff member of a child care organization.

1. When did you become a staff member of this child care organization?
(PLEASE WRITE IN THE MONTH AND YEAR)

MONTH _____ YEAR _____

2. When did this child care organization begin operation?
(PLEASE CIRCLE THE NUMBER OF YOUR CHOICE)

1 LESS THAN 18 MONTHS AGO

2 BETWEEN 18 AND 36 MONTHS AGO

3 MORE THAN 36 MONTHS (3 YRS) AGO

3. Have you been a volunteer in any community organizations or clubs?
(PLEASE CIRCLE YES OR NO)

YES
|
v

NO---> PLEASE GO TO QUESTION #5

Have you ever been on a board of directors of a community organization, agency or club?
(PLEASE CIRCLE YES OR NO)

YES
|
v

NO---> PLEASE GO TO QUESTION #5

4. Do you think child care boards are:
(PLEASE CIRCLE THE NUMBER OF YOUR CHOICE)

1 MOSTLY SIMILAR TO BOARDS OF OTHER ORGANIZATIONS

2 MOSTLY DIFFERENT FROM BOARDS OF OTHER ORGANIZATIONS

3 DO NOT KNOW

5. Any job can be enjoyable at times and frustrating at other times. We are interested in how, overall, you assess your work for this organization.

Please circle the number that best represents your feeling about your work as a staff member for this organization.

			NEUTRAL			
ENJOYABLE	1	2	3	4	5	NOT ENJOYABLE
SATISFYING	1	2	3	4	5	FRUSTRATING
STIMULATING	1	2	3	4	5	BORING
WORTHWHILE	1	2	3	4	5	WASTE OF TIME

SECTION B. YOUR BOARD'S EXPERIENCE WITH DIFFERENT TASKS

A variety of tasks are involved in the operation of a child care organization. Some organizations do all of the tasks while other organizations, for a variety of reasons, do only some of them. The delegation of tasks differs from organization to organization. For example, depending on the organization, a task might be done mostly by board members, mostly by staff, or shared by both.

The purpose of Section B is to get a picture of the tasks that are done in non-profit child care organizations, who does the tasks and which tasks are most difficult.

6. In this question, we would like to know whether the following legal and financial tasks were done in your organization between September 1989 and now. If the task was done, we would like to know who did the work involved in the task and how much difficulty there was in doing the task. Please check the box beside each task that best reflects your organization's experience. If the task was not done between September 1989 and now, check the first box only.

	WHO DID THE TASK? Between September 1989 and now:				**HOW DIFFICULT WAS IT?** To what extent has it been difficult to get this task done?				
	This task was not done between September 1989 and now.	Board members did most of the work involved in this task.	Staff (and/or consultants) did most of the work involved in this task.	Both Board members and staff (and/or consultants) shared the work involved in this task.	Not Applicable	Very Easy.	Somewhat Easy.	Somewhat Difficult.	Very Difficult.
LEGAL ASPECTS:									
1. Developing/updating by-laws---------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
2. Finding legal expertise---------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
FINANCIAL ASPECTS:									
3. Establishing fees---------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
4. Keeping accurate financial records--------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
5. Developing and monitoring the budget----->	☐	☐	☐	☐	☐	☐	☐	☐	☐
6. Projecting costs and revenues---------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
7. Managing the payroll---------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
8. Finding financial expertise---------->	☐	☐	☐	☐	☐	☐	☐	☐	☐

7. Please check the boxes that best reflect your organization's experience with the tasks involved in funding and community relations.

	WHO DID THE TASK? Between September 1989 and now:				HOW DIFFICULT WAS IT? To what extent has it been difficult to get this task done?				
	This task was not done between September 1989 and now.	Board members did most of the work involved in this task.	Staff (and/or consultants) did most of the work involved in this task.	Both Board members and staff (and/or consultants) shared the work involved in this task.	Not Applicable	Very Easy.	Somewhat Easy.	Somewhat Difficult.	Very Difficult.
FUNDING ASPECTS:									
9. Ensuring funds for payroll & supplies--------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
10. Filling out grant application forms---------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
11. Planning fundraising activities---------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
12. Carrying out fundraising activities---------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
COMMUNITY RELATIONS:									
13. Promoting child care in the community------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
14. Involving parents & members of the----------> community in board & committee work	☐	☐	☐	☐	☐	☐	☐	☐	☐
15. Ensuring on-going communication with------> government representatives	☐	☐	☐	☐	☐	☐	☐	☐	☐
16. Collaborating with other organizations-----> to save money or develop new programs	☐	☐	☐	☐	☐	☐	☐	☐	☐

16

8. In this question, we would like to ask about the tasks involved in developing and maintaining your Board. For each of the tasks identified below, please check the box that best represents your Board's experience between September 1989 and now.

	WHO DID THE TASK? Between September 1989 and now:				HOW DIFFICULT WAS IT? To what extent has it been difficult to get this task done?				
DEVELOPING AND MAINTAINING THE BOARD	This task was not done between September 1989 and now.	Board members did most of the work involved in this task.	Staff (and/or consultants) did most of the work involved in this task.	Both Board members and staff (and/or consultants) shared the work involved in this task.	Not Applicable	Very Easy.	Somewhat Easy.	Somewhat Difficult.	Very Difficult.
1. Recruiting new board & committee members--->	☐	☐	☐	☐	☐	☐	☐	☐	☐
2. Orienting board members to their roles & responsibilities------>	☐	☐	☐	☐	☐	☐	☐	☐	☐
3. Reviewing roles & responsibilities with board & committee members--->	☐	☐	☐	☐	☐	☐	☐	☐	☐
4. Coordinating the activities of the board, committees, and staff-------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
5. Developing committees---------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
6. Conducting effective meetings---------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
7. Writing minutes---------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
8. Distributing minutes---------->	☐	☐	☐	☐	☐	☐	☐	☐	☐

161 161

	WHO DID THE TASK? Between September 1989 and now:				HOW DIFFICULT WAS IT? To what extent has it been difficult to get this task done?				
	This task was not done between September 1989 and now.	Board members did most of the work involved in this task.	Staff (and/or consultants) did most of the work involved in this task.	Both Board members and staff (and/or consultants) shared the work involved in this task.	Not Applicable	Very Easy.	Somewhat Easy.	Somewhat Difficult.	Very Difficult.
DEVELOPING AND MAINTAINING THE BOARD									
9. Managing interpersonal relations among board members	☐	☐	☐	☐	☐	☐	☐	☐	☐
10. Dealing with conflict on policy issues	☐	☐	☐	☐	☐	☐	☐	☐	☐
11. Contacting board members about meetings and/or issues	☐	☐	☐	☐	☐	☐	☐	☐	☐
12. Ensuring board members are educated about child care	☐	☐	☐	☐	☐	☐	☐	☐	☐
13. Providing recognition to board and committee members	☐	☐	☐	☐	☐	☐	☐	☐	☐

9. In this question, we would like to ask about the tasks involved in ensuring that management practices are developed and maintained. Please check the box beside each task that best represents your Board's experience between September 1989 and now.

	WHO DID THE TASK? Between September 1989 and now:				HOW DIFFICULT WAS IT? To what extent has it been difficult to get this task done?				
	This task was not done between September 1989 and now.	Board members did most of the work involved in this task.	Staff (and/or consultants) did most of the work involved in this task.	Both Board members and staff (and/or consultants) shared the work involved in this task.	Not Applicable	Very Easy.	Somewhat Easy.	Somewhat Difficult.	Very Difficult.
ENSURING THAT MANAGEMENT PRACTICES ARE DEVELOPED AND MAINTAINED									
1. Developing/reviewing a philosophy statement-->	☐	☐	☐	☐	☐	☐	☐	☐	☐
2. Developing goals & objectives for the operation of the organization-------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
3. Developing goals & objectives for the work of the Board-->	☐	☐	☐	☐	☐	☐	☐	☐	☐
4. Setting priorities regarding tasks to be done by the Board--->	☐	☐	☐	☐	☐	☐	☐	☐	☐
5. Following through on Board tasks---------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
6. Ensuring problems are solved as they arise----->	☐	☐	☐	☐	☐	☐	☐	☐	☐
7. Developing & maintaining record keeping systems----->	☐	☐	☐	☐	☐	☐	☐	☐	☐
8. Ensuring the organization is run efficiently----->	☐	☐	☐	☐	☐	☐	☐	☐	☐

	WHO DID THE TASK? Between September 1989 and now:				HOW DIFFICULT WAS IT? To what extent has it been difficult to get this task done?				
ENSURING THAT MANAGEMENT PRACTICES ARE DEVELOPED AND MAINTAINED	This task was not done between September 1989 and now.	Board members did most of the work involved in this task.	Staff (and/or consultants) did most of the work involved in this task.	Both Board members and staff (and/or consultants) shared the work involved in this task.	Not Applicable	Very Easy.	Somewhat Easy.	Somewhat Difficult.	Very Difficult.
9. Ensuring program & practices follow the philosophy statement	☐	☐	☐	☐	☐	☐	☐	☐	☐
10. Developing policy & procedures (eg. safety, accidents, etc.)	☐	☐	☐	☐	☐	☐	☐	☐	☐
11. Evaluating programs	☐	☐	☐	☐	☐	☐	☐	☐	☐
12. Evaluating the work & operations of the Board	☐	☐	☐	☐	☐	☐	☐	☐	☐
13. Ensuring that there are mechanisms for communicating with parents (eg. newsletters, telephone calls, etc.)	☐	☐	☐	☐	☐	☐	☐	☐	☐
14. Planning strategies & activities to ensure the future of the organization	☐	☐	☐	☐	☐	☐	☐	☐	☐
15. Assessing the changing needs for child care programs & services in your community	☐	☐	☐	☐	☐	☐	☐	☐	☐

10. In this question, we would like to ask about the tasks involved in ensuring effective management of personnel. Again, please check the box that best represents your Board's experience between September 1989 and now.

	WHO DID THE TASK? Between September 1989 and now:				HOW DIFFICULT WAS IT? To what extent has it been difficult to get this task done?				
	This task was not done between September 1989 and now.	Board members did most of the work involved in this task.	Staff (and/or consultants) did most of the work involved in this task.	Both Board members and staff (and/or consultants) shared the work involved in this task.	Not Applicable	Very Easy.	Somewhat Easy.	Somewhat Difficult.	Very Difficult.
ENSURING EFFECTIVE MANAGEMENT OF PERSONNEL									
1. Establishing/reviewing personnel policies------>	☐	☐	☐	☐	☐	☐	☐	☐	☐
2. Monitoring the implementation of personnel----> policies	☐	☐	☐	☐	☐	☐	☐	☐	☐
3. Establishing salaries---------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
4. Recruiting & hiring the senior staff person----->	☐	☐	☐	☐	☐	☐	☐	☐	☐
5. Making sure that staff are oriented---------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
6. Making sure there is on-going training of staff-->	☐	☐	☐	☐	☐	☐	☐	☐	☐
7. Making sure that staff are supervised-------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
8. Reviewing the performance of the senior staff--> person	☐	☐	☐	☐	☐	☐	☐	☐	☐

	WHO DID THE TASK? Between September 1989 and now:				HOW DIFFICULT WAS IT? To what extent has it been difficult to get this task done?				
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ENSURING EFFECTIVE MANAGEMENT OF PERSONNEL									
9. Managing interpersonal relations between staff and Board ----->	☐	☐	☐	☐	☐	☐	☐	☐	☐
10. Ensuring that there is effective communication between staff and parents ---------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
11. Recruiting volunteers to help with the work of the organization --->	☐	☐	☐	☐	☐	☐	☐	☐	☐

SECTION C. YOUR BOARD'S EXPERIENCE WITH OTHER TASKS

11. In this question, we would like to know how easy or difficult your board or staff finds the following tasks. For each of the tasks listed below, please select the number that best represents your Board's experience and write it in the box beside the task. **If the task does not apply to your organization, please write the number 6 in the box.**

NUMBER	YOUR BOARD'S EXPERIENCE
1.---------->	**VERY EASY**
2.---------->	**SOMEWHAT EASY**
3.---------->	**SOMEWHAT DIFFICULT**
4.---------->	**VERY DIFFICULT**
5.---------->	**DO NOT KNOW**
6.---------->	**DOES NOT APPLY TO OUR ORGANIZATION**

TASKS	**NUMBER**
1. UNDERSTANDING THE CHILD CARE LEGISLATION---------->	☐
2. MEETING THE MINISTRY LICENSING REQUIREMENTS---------->	☐
3. OBTAINING SUITABLE SPACE TO MEET THE LEGISLATION---------->	☐
4. COMPLYING WITH THE REQUIREMENTS OF THE ZONING AND----------> BUILDING DEPARTMENTS	☐
5. COMPLYING WITH THE REQUIREMENTS OF THE FIRE DEPARTMENT------>	☐
6. COMPLYING WITH THE REQUIREMENTS OF THE HEALTH DEPARTMENT--->	☐
7. COMPLYING WITH THE REQUIREMENTS OF CONSUMER AND CORPORATE-> AFFAIRS	☐
8. GETTING ARCHITECTURAL DESIGNS APPROVED BY THE MINISTRY OF----> COMMUNITY AND SOCIAL SERVICES	☐
9. APPLYING FOR MINISTRY OF COMMUNITY AND SOCIAL SERVICES-------> GRANTS	☐
10.FILLING OUT MINISTRY FORMS---------->	☐
11.COVERING COSTS WHILE WAITING FOR THE MINISTRY GRANTS TO------> ARRIVE	☐
12.RAISING YOUR ORGANIZATION'S SHARE OF THE COSTS---------->	☐
13.GETTING MUNICIPAL APPROVAL FOR PURCHASE OF SERVICE---------->	☐

Any Others? Please let us know._____

12. If the Ministry could change the way it works with child care organizations, what changes would be most beneficial? (PLEASE WRITE YOUR ANSWER IN THE SPACE BELOW)

_____

_____

_____

13. How often do you attend Board meetings? Would you say you attend...
(PLEASE CIRCLE THE NUMBER OF YOUR CHOICE)

1 EVERY BOARD MEETING

2 MOST BOARD MEETINGS

3 SOME BOARD MEETINGS

4 NO BOARD MEETINGS

14. Looking back over the last three meetings, which three (3) of the items below TOOK THE MOST TIME at Board meetings? (PLEASE CHECK UP TO THREE TOPICS)

BEHAVIOUR MANAGEMENT PRACTICES ☐

DEVELOPING POLICY ☐

FEES ☐

EQUIPMENT & SUPPLIES ☐

FINANCES ☐

FUND RAISING ☐

MINISTRY REQUIREMENTS ☐

STAFF RELATIONS (hiring, staff, issues, etc.) ☐

PARENT NEEDS & CONCERNS ☐

PROGRAMMING ☐

COMMUNITY RELATIONS ☐

NEW PROJECTS ☐

Any Others? _____

15. Which three (3) of the following topics NEED MORE ATTENTION at Board meetings?
(PLEASE CHECK UP TO THREE TOPICS)

CHILD DISCIPLINE ☐

DEVELOPING POLICY ☐

EQUIPMENT & SUPPLIES ☐

FEES ☐

FUND RAISING ☐

FINANCES ☐

STAFF RELATIONS (hiring, staff, issues, etc) ☐

MINISTRY REQUIREMENTS ☐

PARENT NEEDS & CONCERNS ☐

PROGRAMMING ☐

NEW PROJECTS ☐

COMMUNITY RELATIONS ☐

Any Others? _____

16. In your opinion, what are the major barriers Boards currently face in ensuring the delivery of high quality child care? Please be as specific and detailed as possible. (PLEASE WRITE YOUR ANSWER IN THE SPACE BELOW AND ON THE BACK PAGE IF YOU WISH)

_____

_____

_____

THANK YOU VERY MUCH FOR YOUR TIME!

PLEASE RETURN THE QUESTIONNAIRE IN THE STAMPED SELF-ADDRESSED ENVELOPE TO:
THE LEVY-COUGHLIN PARTNERRSHIP
51 TRAILRIDGE CRESCENT, SUITE 208
TORONTO [WEST HILL], ONTARIO
M1E 9Z9

APPENDIX C

SENIOR STAFF QUESTIONNAIRE

WE ARE INTERESTED

IN YOUR EXPERIENCES

AS A CHAIRPERSON/PRESIDENT OF A

NON-PROFIT CHILD CARE ORGANIZATION

On behalf of the Ministry of Community and Social Services, the research and consulting firms of Diane Abbey-Livingston Associates, Inc., and the Levy-Coughlin Partnership are conducting a province-wide study of boards and the issues they face in non-profit child care organizations.

Your responses will be kept confidential: they will be combined with the other responses we receive. The form has a number for mailing purposes only. This is so we may check your name off the mailing list when the form is returned.

The form will take about 25 minutes to complete.

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AS SOON AS YOU POSSIBLY CAN

SI VOUS PREFEREZ REPONDRE EN FRANCAIS,

INDIQUEZ ICI ____ ET RETURNEZ.

INTRODUCTION

This form is designed to obtain information from you regarding your experiences on the board of a child care organization.

This knowledge will be used to better understand how boards operate, the issues they face and the resources they use or require. This information will help to develop measures to better assist child care organizations in the future.

For almost all questions, all that is required is to;

- Fill in the boxes

OR

- Circle the numbers

For some questions, more than one answer may be applicable. In this case, please circle ALL appropriate answers. Please feel free to write in the margins.

SECTION A. YOUR EXPERIENCES AS A BOARD MEMBER

Section A asks about your experience on the board of a child care organization.

1. When did you become a board member of this child care organization?
(PLEASE WRITE IN THE MONTH AND YEAR)

MONTH _____ YEAR _____

2. When did this child care organization begin operation?
(PLEASE CIRCLE THE NUMBER OF YOUR CHOICE)

1 LESS THAN 18 MONTHS AGO

2 BETWEEN 18 AND 36 MONTHS AGO

3 MORE THAN 36 MONTHS (3 YRS) AGO

3. Have you been a volunteer or member of any other community organizations or clubs? (PLEASE CIRCLE YES OR NO)

YES → Have you ever been on a board of directors of a community organization, agency or club? (PLEASE CIRCLE YES OR NO)

YES → PLEASE GO TO QUESTION #5

NO ---> PLEASE GO TO QUESTION #5

4. Do you think child care boards are:
(PLEASE CIRCLE THE NUMBER OF YOUR CHOICE)

1 MOSTLY SIMILAR TO BOARDS OF OTHER ORGANIZATIONS

2 MOSTLY DIFFERENT FROM BOARDS OF OTHER ORGANIZATIONS

3 DO NOT KNOW

5. Any volunteer job can be enjoyable at times and frustrating at other times. We are interested in how, overall, you assess your volunteer experience in this organization.

Please circle the number that best represents your feeling about your experience as a board member of this organization.

			NEUTRAL			
ENJOYABLE	1	2	3	4	5	NOT ENJOYABLE
SATISFYING	1	2	3	4	5	FRUSTRATING
STIMULATING	1	2	3	4	5	BORING
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SECTION B. YOUR BOARD'S EXPERIENCE WITH DIFFERENT TASKS

A variety of tasks are involved in the operation of a child care organization. Some organizations do all of the tasks while other organizations, for a variety of reasons, do only some of them. The delegation of tasks differs from organization to organization. For example, depending on the organization, a task might be done mostly by board members, mostly by staff, or shared by both.

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	This task was not done between September 1989 and now.	Board members did most of the work involved in this task.	Staff (and/or consultants) did most of the work involved in this task.	Both Board members and staff (and/or consultants) shared the work involved in this task.	Not Applicable	Very Easy.	Somewhat Easy.	Somewhat Difficult.	Very Difficult.
LEGAL ASPECTS:									
1. Developing/updating by-laws---------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
2. Finding legal expertise---------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
FINANCIAL ASPECTS:									
3. Establishing fees---------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
4. Keeping accurate financial records--------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
5. Developing and monitoring the budget----->	☐	☐	☐	☐	☐	☐	☐	☐	☐
6. Projecting costs and revenues---------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
7. Managing the payroll---------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
8. Finding financial expertise---------->	☐	☐	☐	☐	☐	☐	☐	☐	☐

7. Please check the boxes that best reflect your organization's experience with the tasks involved in funding and community relations.

	WHO DID THE TASK? Between September 1989 and now:				HOW DIFFICULT WAS IT? To what extent has it been difficult to get this task done?				
	This task was not done between September 1989 and now.	Board members did most of the work involved in this task.	Staff (and/or consultants) did most of the work involved in this task.	Both Board members and staff (and/or consultants) shared the work involved in this task.	Not Applicable	Very Easy.	Somewhat Easy.	Somewhat Difficult.	Very Difficult.
FUNDING ASPECTS:									
9. Ensuring funds for payroll & supplies--------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
10. Filling out grant application forms---------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
11. Planning fundraising activities---------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
12. Carrying out fundraising activities---------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
COMMUNITY RELATIONS:									
13. Promoting child care in the community-------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
14. Involving parents & members of the community in board & committee work--------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
15. Ensuring on-going communication with government representatives------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
16. Collaborating with other organizations to save money or develop new programs-------->	☐	☐	☐	☐	☐	☐	☐	☐	☐

8. In this question, we would like to ask about the tasks involved in developing and maintaining your Board. For each of the tasks identified below, please check the box that best represents your Board's experience between September 1989 and now.

DEVELOPING AND MAINTAINING THE BOARD	WHO DID THE TASK? Between September 1989 and now: This task was not done between September 1989 and now.	Board members did most of the work involved in this task.	Staff (and/or consultants) did most of the work involved in this task.	Both Board members and staff (and/or consultants) shared the work involved in this task.	HOW DIFFICULT WAS IT? To what extent has it been difficult to get this task done? Not Applicable	Very Easy.	Somewhat Easy.	Somewhat Difficult.	Very Difficult.
1. Recruiting new board & committee members --->	☐	☐	☐	☐	☐	☐	☐	☐	☐
2. Orienting board members to their roles & responsibilities ------>	☐	☐	☐	☐	☐	☐	☐	☐	☐
3. Reviewing roles & responsibilities with board & committee members --->	☐	☐	☐	☐	☐	☐	☐	☐	☐
4. Coordinating the activities of the board, committees, and staff -------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
5. Developing committees ---------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
6. Conducting effective meetings ---------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
7. Writing minutes ---------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
8. Distributing minutes ---------->	☐	☐	☐	☐	☐	☐	☐	☐	☐

	WHO DID THE TASK? Between September 1989 and now:				HOW DIFFICULT WAS IT? To what extent has it been difficult to get this task done?				
	This task was not done between September 1989 and now.	Board members did most of the work involved in this task.	Staff (and/or consultants) did most of the work involved in this task.	Both Board members and staff (and/or consultants) shared the work involved in this task.	Not Applicable	Very Easy.	Somewhat Easy.	Somewhat Difficult.	Very Difficult.
DEVELOPING AND MAINTAINING THE BOARD									
9. Managing interpersonal relations among board members	☐	☐	☐	☐	☐	☐	☐	☐	☐
10. Dealing with conflict on policy issues	☐	☐	☐	☐	☐	☐	☐	☐	☐
11. Contacting board members about meetings and/or issues	☐	☐	☐	☐	☐	☐	☐	☐	☐
12. Ensuring board members are educated about child care	☐	☐	☐	☐	☐	☐	☐	☐	☐
13. Providing recognition to board and committee members	☐	☐	☐	☐	☐	☐	☐	☐	☐

9. In this question, we would like to ask about the tasks involved in ensuring that management practices are developed and maintained. Please check the box beside each task that best represents your Board's experience between September 1989 and now.

	WHO DID THE TASK? Between September 1989 and now:				HOW DIFFICULT WAS IT? To what extent has it been difficult to get this task done?				
	This task was not done between September 1989 and now.	Board members did most of the work involved in this task.	Staff (and/or consultants) did most of the work involved in this task.	Both Board members and staff (and/or consultants) shared the work involved in this task.	Not Applicable	Very Easy.	Somewhat Easy.	Somewhat Difficult.	Very Difficult.
ENSURING THAT MANAGEMENT PRACTICES ARE DEVELOPED AND MAINTAINED									
1. Developing/reviewing a philosophy statement-->	☐	☐	☐	☐	☐	☐	☐	☐	☐
2. Developing goals & objectives for the operation of the organization-------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
3. Developing goals & objectives for the work of the Board-->	☐	☐	☐	☐	☐	☐	☐	☐	☐
4. Setting priorities regarding tasks to be done by the Board--->	☐	☐	☐	☐	☐	☐	☐	☐	☐
5. Following through on Board tasks---------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
6. Ensuring problems are solved as they arise----->	☐	☐	☐	☐	☐	☐	☐	☐	☐
7. Developing & maintaining record keeping systems----->	☐	☐	☐	☐	☐	☐	☐	☐	☐
8. Ensuring the organization is run efficiently----->	☐	☐	☐	☐	☐	☐	☐	☐	☐

	WHO DID THE TASK? Between September 1989 and now: This task was not done between September 1989 and now.	Board members did most of the work involved in this task.	Staff (and/or consultants) did most of the work involved in this task.	Both Board members and staff (and/or consultants) shared the work involved in this task.	HOW DIFFICULT WAS IT? To what extent has it been difficult to get this task done? Not Applicable	Very Easy.	Somewhat Easy.	Somewhat Difficult.	Very Difficult.
ENSURING THAT MANAGEMENT PRACTICES ARE DEVELOPED AND MAINTAINED									
9. Ensuring program & practices follow the philosophy statement	☐	☐	☐	☐	☐	☐	☐	☐	☐
10. Developing policy & procedures (eg. safety, accidents, etc.)	☐	☐	☐	☐	☐	☐	☐	☐	☐
11. Evaluating programs	☐	☐	☐	☐	☐	☐	☐	☐	☐
12. Evaluating the work & operations of the Board	☐	☐	☐	☐	☐	☐	☐	☐	☐
13. Ensuring that there are mechanisms for communicating with parents (eg. newsletters, telephone calls, etc.)	☐	☐	☐	☐	☐	☐	☐	☐	☐
14. Planning strategies & activities to ensure the future of the organization	☐	☐	☐	☐	☐	☐	☐	☐	☐
15. Assessing the changing needs for child care programs & services in your community	☐	☐	☐	☐	☐	☐	☐	☐	☐

10. In this question, we would like to ask about the tasks involved in ensuring effective management of personnel. Again, please check the box that best represents your Board's experience between September 1989 and now.

	WHO DID THE TASK? Between September 1989 and now:				HOW DIFFICULT WAS IT? To what extent has it been difficult to get this task done?				
	This task was not done between September 1989 and now.	Board members did most of the work involved in this task.	Staff (and/or consultants) did most of the work involved in this task.	Both Board members and staff (and/or consultants) shared the work involved in this task.	Not Applicable	Very Easy.	Somewhat Easy.	Somewhat Difficult.	Very Difficult.
ENSURING EFFECTIVE MANAGEMENT OF PERSONNEL									
1. Establishing/reviewing personnel policies------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
2. Monitoring the implementation of personnel----> policies	☐	☐	☐	☐	☐	☐	☐	☐	☐
3. Establishing salaries---------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
4. Recruiting & hiring the senior staff person----->	☐	☐	☐	☐	☐	☐	☐	☐	☐
5. Making sure that staff are oriented---------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
6. Making sure there is on-going training of staff-->	☐	☐	☐	☐	☐	☐	☐	☐	☐
7. Making sure that staff are supervised--------->	☐	☐	☐	☐	☐	☐	☐	☐	☐
8. Reviewing the performance of the senior staff--> person	☐	☐	☐	☐	☐	☐	☐	☐	☐

	WHO DID THE TASK? Between September 1989 and now:				HOW DIFFICULT WAS IT? To what extent has it been difficult to get this task done?				
	This task was not done between September 1989 and now.	Board members did most of the work involved in this task.	Staff (and/or consultants) did most of the work involved in this task.	Both Board members and staff (and/or consultants) shared the work involved in this task.	Not Applicable	Very Easy.	Somewhat Easy.	Somewhat Difficult.	Very Difficult.
ENSURING EFFECTIVE MANAGEMENT OF PERSONNEL									
9. Managing interpersonal relations between----> staff and Board	☐	☐	☐	☐	☐	☐	☐	☐	☐
10. Ensuring that there is effective----------> communication between staff and parents	☐	☐	☐	☐	☐	☐	☐	☐	☐
11. Recruiting volunteers to help with the work---> of the organization	☐	☐	☐	☐	☐	☐	☐	☐	☐

SECTION C. YOUR BOARD'S EXPERIENCE WITH OTHER TASKS

11. In this question, we would like to know how easy or difficult your board or staff finds the following tasks. For each of the tasks listed below, please select the number that best represents your Board's experience and write it in the box beside the task. **If the task does not apply to your organization, please write the number 6 in the box.**

NUMBER	YOUR BOARD'S EXPERIENCE
1.---------->	**VERY EASY**
2.---------->	**SOMEWHAT EASY**
3.---------->	**SOMEWHAT DIFFICULT**
4.---------->	**VERY DIFFICULT**
5.---------->	**DO NOT KNOW**
6.---------->	**DOES NOT APPLY TO OUR ORGANIZATION**

TASKS	**NUMBER**
1. UNDERSTANDING THE CHILD CARE LEGISLATION---------->	☐
2. MEETING THE MINISTRY LICENSING REQUIREMENTS---------->	☐
3. OBTAINING SUITABLE SPACE TO MEET THE LEGISLATION---------->	☐
4. COMPLYING WITH THE REQUIREMENTS OF THE ZONING AND----------> BUILDING DEPARTMENTS	☐
5. COMPLYING WITH THE REQUIREMENTS OF THE FIRE DEPARTMENT------>	☐
6. COMPLYING WITH THE REQUIREMENTS OF THE HEALTH DEPARTMENT--->	☐
7. COMPLYING WITH THE REQUIREMENTS OF CONSUMER AND CORPORATE-> AFFAIRS	☐
8. GETTING ARCHITECTURAL DESIGNS APPROVED BY THE MINISTRY OF----> COMMUNITY AND SOCIAL SERVICES	☐
9. APPLYING FOR MINISTRY OF COMMUNITY AND SOCIAL SERVICES-------> GRANTS	☐
10.FILLING OUT MINISTRY FORMS---------->	☐
11.COVERING COSTS WHILE WAITING FOR THE MINISTRY GRANTS TO------> ARRIVE	☐
12.RAISING YOUR ORGANIZATION'S SHARE OF THE COSTS---------->	☐
13.GETTING MUNICIPAL APPROVAL FOR PURCHASE OF SERVICE---------->	☐

Any Others? Please let us know._____

12. If the Ministry could change the way it works with child care organizations, what changes would be most beneficial?
(PLEASE WRITE YOUR ANSWER IN THE SPACE BELOW)

_____

_____

_____

13. In your opinion, what are the major barriers Boards currently face in ensuring the delivery of high quality child care? Please be as specific and detailed as possible. (PLEASE WRITE YOUR ANSWER IN THE SPACE BELOW AND ON THE BACK PAGE IF YOU WISH)

_____

_____

_____

SECTION D. THE FORMATION AND COMPOSITION OF YOUR BOARD

The next questions ask about the formation and the present composition of your board.

14. Please respond to each of the statements below. Select Yes or No to indicate whether the statement describes how you child care organization began.

A) The organization was begun by a group of people in the community. (PLEASE CIRCLE NO OR YES)

NO

YES-----> Were any of these people the parents of children who would be using the programs and services of your organization? (PLEASE CIRCLE NO OR YES)

NO YES

B) The organization was sponsored and begun by an established organization (eg. School Board, YW-YMCA, Church, Municipality). (PLEASE CIRCLE NO OR YES)

NO

YES-----> What was the name of the organization?

_____

What is the primary purpose of this organization?

_____

_____

C) The organization was begun by a small group of friends/relatives who invested their money to start the organization. (PLEASE CIRCLE NO OR YES)

NO

YES

D) The organization was begun some other way. (PLEASE CIRCLE NO OR YES)

NO

YES-----> Please briefly describe how the organization started.

_____

_____

15. Does your Child Care organization belong to any Child Care Associations or Organization (eg. CNCP, UMBRELLA, Day Care Coalition)? (PLEASE CIRCLE NO OR YES)

NO

YES--------> Which one? _____

16. What is the licensed capacity of your organization?
(PLEASE WRITE THE NUMBER IN THE SPACE BELOW)

SPACES

_____ _____ not applicable to my organization

17. How many directors positions are there on your Child Care Board?
(PLEASE WRITE THE NUMBER IN THE SPACE BELOW)

DIRECTOR POSITIONS

_____

18. Currently, how many directors are there on your Board?
(PLEASE WRITE THE NUMBER IN THE SPACE BELOW)

DIRECTORS CURRENTLY ON THE BOARD

_____

The last page of this form is a worksheet designed to help you answer the next questions. Please complete this worksheet prior to answering questions 19, 20, 21.

19. How many directors are women and how many directors are men?
(PLEASE WRITE THE NUMBERS IN THE SPACES BELOW)

NUMBER OF FEMALE DIRECTORS NUMBER OF MALE DIRECTORS

_____ _____

20. Approximately how many directors are in the following age groups?
(PLEASE WRITE THE NUMBERS IN THE BOXES BELOW)

NUMBER
OF DIRECTORS

UNDER 30----> ☐

BETWEEN----> ☐
31 and 40

BETWEEN----> ☐
41 AND 50

OVER 50----> ☐

21. How many directors have children who use the programs and services of your organization? (PLEASE WRITE THE NUMBER OF DIRECTORS AS DESCRIBED BY EACH STATEMENT BELOW)

NUMBER OF BOARD MEMBERS

BOARD MEMBERS WHOSE CHILDREN CURRENTLY USE OUR PROGRAMS & SERVICES _____

BOARD MEMBERS WHO DO NOT HAVE CHILDREN CURRENTLY USING THE PROGRAM/SERVICES BUT DO HAVE CHILDREN WHO DID USE THE PROGRAMS/SERVICES IN THE PAST _____

BOARD MEMBERS WHOSE CHILDREN HAVE NEVER USED OUR PROGRAM/SERVICES _____

22. Are there any board positions designated for representatives from a particular institution or for groups of people such as a school principal, parent representative, church member and the like? (PLEASE CIRCLE NO OR YES)

NO

YES------> For whom are this/these positions designated?

_____

_____

The next questions will help us understand how different boards conduct their business.

23. For how long can a person stay on the Board of Directors? (PLEASE CIRCLE THE APPROPRIATE NUMBER)

1 A FIXED NUMBER OF YEARS----> FOR HOW MANY YEARS? _____

2 THERE IS NO TIME LIMIT

24. If someone wanted to sit on the Board of Directors, what is the election procedure?

_____

_____

SECTION E. HOW YOUR BOARD CONDUCTS BUSINESS

25. Approximately how often did your Board meet between September 1989 and now? (PLEASE WRITE THE NUMBER IN THE SPACE BELOW)

NUMBER OF TIMES YOUR BOARD MET

_____

26. On average, how many Board members attend a typical Board meeting? (PLEASE WRITE THE NUMBER IN THE SPACE BELOW)

AVERAGE NUMBER OF MEMBERS WHO ATTEND MEETINGS

_____

27. Can any parents who want to attend a Board meeting come to the meeting and participate? (PLEASE CIRCLE NO OR YES)

NO

YES----->How do they find out the time and place of the meetings? _____

_____

28. How do Board members find out the time and place of Board meetings? (PLEASE CIRCLE AS MANY NUMBER AS APPLY)

1 TELEPHONE CALLS----------> Who makes the calls? (PLEASE CIRCLE AS MANY NUMBERS AS APPLY)

- 1 STAFF
- 2 BOARD MEMBERS
- 3 VOLUNTEERS
- 4 OTHERS

2 NOTICES POSTED AT THE CENTRE

3 MEMOS SENT HOME WITH THE CHILD

4 MEMOS BY MAIL

5 OTHER (PLEASE SPECIFY) _____

29. Is there a record of decisions taken at Board meetings (eg. minutes)? (PLEASE CIRCLE NO OR YES)

NO YES

30. In your opinion, do the people on your board understand the roles and responsibilities of a board member?

1 HIGH LEVEL OF UNDERSTANDING

2 MEDIUM LEVEL OF UNDERSTANDING

3 LOW LEVEL OF UNDERSTANDING

31 Does your board have written description of their roles and responsibilities? (PLEASE CIRCLE NO OR YES)

NO YES DON'T KNOW

32. Is there a written description of the relationship between board members and staff?
(PLEASE CIRCLE NO OR YES)

NO YES DON'T KNOW

33. Who approves annual financial statements?
(PLEASE CIRCLE THE NUMBERS THAT APPLY)

1 THE BOARD

2 PARENTS OF CHILDREN USING THE PROGRAM/SERVICES

3 OTHER, PLEASE SPECIFY _____

34. Some organizations do part of their work through committees. Others do all their work through the Board. In this question we would like to know what, if any, committees work on behalf of your Board. If your organization does have committees, please indicate approximately how often each committee met between September 1989 and now.

Does your organization have the committee listed below? Please circle **Y** (Yes) if your organization has this committee and **N** (No) if it does not			Approximately how often did this Committee meet between September 1989 and now? (PLEASE CHECK THE APPROPRIATE BOX)				
			Did Not Meet	Two or Less Meetings	Between 3 and 6 Meetings	Between 7 and 11 Meetings	Twelve or More Meetings
(A) EXECUTIVE COMMITTEE	Y	N	☐	☐	☐	☐	☐
(B) FINANCE COMMITTEE	Y	N	☐	☐	☐	☐	☐
(C) PERSONNEL COMMITTEE	Y	N	☐	☐	☐	☐	☐
(D) FUND RAISING COMMITTEE	Y	N	☐	☐	☐	☐	☐
(E) PUBLIC RELATIONS COMMITTEE	Y	N	☐	☐	☐	☐	☐
(F) NOMINATING COMMITTEE	Y	N	☐	☐	☐	☐	☐
(G) VOLUNTEER ORIENTATION COMMITTEE	Y	N	☐	☐	☐	☐	☐

Any Others? _____

35. How many staff work in your organization?
(PLEASE WRITE THE NUMBER IN THE SPACE BELOW)

NUMBER OF FULL TIME STAFF	NUMBER OF PART TIME STAFF
_____	_____

36. Are any staff considered part of the Board? (PLEASE CIRCLE NO OR YES)

NO YES DON'T KNOW

37. Are staff allowed to vote? (PLEASE CIRCLE NO OR YES)

NO YES DON'T KNOW

38. Looking back over the last three meetings, which three (3) of the items below TOOK THE MOST TIME at Board meetings? (PLEASE CHECK UP TO THREE TOPICS)

BEHAVIOUR MANAGEMENT PRACTICES ☐
DEVELOPING POLICY ☐
FEES ☐
EQUIPMENT & SUPPLIES ☐
FINANCES ☐
FUND RAISING ☐
MINISTRY REQUIREMENTS ☐
STAFF RELATIONS (hiring, staff, issues, etc.) ☐
PARENT NEEDS & CONCERNS ☐
PROGRAMMING ☐
COMMUNITY RELATIONS ☐
NEW PROJECTS ☐

Any Others? _____

39. Which three (3) of the following topics NEED MORE ATTENTION at Board meetings? (PLEASE CHECK UP TO THREE TOPICS)

CHILD DISCIPLINE ☐
DEVELOPING POLICY ☐
EQUIPMENT & SUPPLIES ☐
FEES ☐
FUND RAISING ☐
FINANCES ☐
STAFF RELATIONS (hiring, staff, issues, etc.) ☐
MINISTRY REQUIREMENTS ☐
PARENT NEEDS & CONCERNS ☐
PROGRAMMING ☐
NEW PROJECTS ☐
COMMUNITY RELATIONS ☐

Any Others? _____

40. Are there regular ways for parents to participate in the development and on-going work of your organization? (meetings, suggestion box, open house, questionnaires, etc.) (PLEASE CIRCLE NO OR YES)

NO

YES Please describe: _____

USE THIS WORKSHEET TO HELP YOU THINK ABOUT
THE ANSWERS TO QUESTIONS 19, 20, and 21

The number of people on a Board varies from organization to organization. This form allows for up to eighteen board members. You may have less on your Board or you may have more (use reverse side of this page).

Please complete the chart below for each board member. This will enable you to better answer questions 19, 20, 21 on page fourteen.

Board Member's name or Initials	Sex of Person	Approximate Age of Person (Years)	Does this Person Have Children In The Organization
#1 _____	M F	_____	No Yes
#2 _____	M F	_____	No Yes
#3 _____	M F	_____	No Yes
#4 _____	M F	_____	No Yes
#5 _____	M F	_____	No Yes
#6 _____	M F	_____	No Yes
#7 _____	M F	_____	No Yes
#8 _____	M F	_____	No Yes
#9 _____	M F	_____	No Yes
#10_____	M F	_____	No Yes
#11_____	M F	_____	No Yes
#12_____	M F	_____	No Yes
#13_____	M F	_____	No Yes
#14_____	M F	_____	No Yes
#15_____	M F	_____	No Yes
#16_____	M F	_____	No Yes
#17_____	M F	_____	No Yes
#18_____	M F	_____	No Yes